



1967

Preparing the Chicago City Budget: Influences, Statistics, Allocations and Trends

Terry Black '67

Illinois Wesleyan University

Recommended Citation

Black '67, Terry, "Preparing the Chicago City Budget: Influences, Statistics, Allocations and Trends" (1967). *Honors Projects*. Paper 37.

http://digitalcommons.iwu.edu/polisci_honproj/37

This Article is brought to you for free and open access by The Ames Library, the Andrew W. Mellon Center for Curricular and Faculty Development, the Office of the Provost and the Office of the President. It has been accepted for inclusion in Digital Commons @ IWU by the faculty at Illinois Wesleyan University. For more information, please contact digitalcommons@iwu.edu.

©Copyright is owned by the author of this document.

PREPARING THE CHICAGO CITY BUDGET

Influences, Statistics,
Allocations, and Trends

ARCHIVES

350.722
B627p

Terry Black

Submitted for Honors Work

In the Department of Political Science

Illinois Wesleyan University

1967

Accepted by the Department of Political
Science of Illinois Wesleyan University in ful-
fillment of the requirement for departmental
honor.


Project Advisor

TABLE OF CONTENTS

INTRODUCTION	iv
Section	
I. POWER RELATIONSHIPS	1
Formal Relationships	1
Positive Influences	7
Negative Influences	12
Mayor-Council Relationship	17
II. THE BUDGET STATISTICALLY	34
Sources	35
Expenditures	36
1966 Budget	38
III. FUNCTIONS OF THE CITY GOVERNMENT	46
Department of Police	46
Fire Department	53
Department of Public Works	54
Recreation	61
Transportation	63
Streets and Sanitation	69
Board of Health	72
Department of Water and Sewers	77
Negro Relations and Urban Renewal	81
IV. CONCLUSION	85
BIBLIOGRAPHY	88

INTRODUCTION

This paper deals with the preparation of the Chicago city budget---from the factors influencing the mayor's judgement to the sources of revenue to the services on which the money is spent.

Section I describes the power relationships within the governmental structure. Beginning with the formal organizational setup, it describes the mayor's powers, weapons, and limitations. It points out what factors influence his decisionmaking, both positively and negatively. Section I also describes the procedure of city council meetings. The method chosen to do this was that of choosing several meetings and using them as "typical" ones. This was not done blindly, however, because several other meetings were scrutinized to verify this procedure, although their description is not included in the paper. The cooperation and resistance of the council to the mayor is analyzed in this section also.

The second section is primarily a statistical description of the budget itself. Although some written supplementary material is presented, the statistics are presented as being largely self-explanatory. The pages given in the paper are taken from the 1966 budget.

Section III deals with the allocation of the appropriated money according to department and function. It tells how the money is spent in key areas by describing the functions which that department performs, and also, perhaps more importantly, tells of capital expenditures and expanded programs and trends which are likely to require greater appropriations in future years.

This paper is intended to be descriptive in nature, as opposed to evaluative. Certain sections, such as the part describing influences on the mayor or the part showing the predominance of 44-0 votes in the city council may appear to be critical, but they are presented as being unbiased, and should be interpreted in that way.

The primary sources for this paper, especially the third section, are largely unpublished booklets and documents which are available from the departments themselves. These booklets describe the functions and plans of each area of the government.

The footnotes included are not typical of footnotes in most papers. In the first section the footnotes could be considered as "normal" footnotes. They mark ideas or quotes taken from the books and articles noted in the usual sense. Section II, however, is earmarked by a lack of footnotes. There are few footnotes because the organization of these ideas, and statistics in this section ~~is~~ taken from the Journal of Proceedings listed. Since all material is

either original or taken from this one source, few footnotes are used, because obviously all the recorded votes are copied, and the one source is noted. In Section III material is taken primarily from the departmental booklets . Generally, all material between footnotes in this section is from the previous one--i. e., all material between footnote 35 and 36 is from the source listed in 35.

I would also like to express my appreciation to Dr. Donald P. Brown for his assistance in this project. He was instrumental in the planning and editing of this paper and helped in providing original sources of information.

T.R.B.

SECTION I -- POWER RELATIONSHIPS

Formal Relationships

The mayor is the central figure in the organizational structure of the government of the city of Chicago. He is the central figure and only that, not having many of the dictatorial powers often assigned to him.

The office of the mayor is a very demanding position. "The Mayor of Chicago is the City's most impressive showpiece; he is its chief manager; he is its chief lawmaker, its chief financier, its diplomat, its leader, all in one; or he should be, if he did all that is expected of him."¹

The government of the city of Chicago derives its constitutional authority from the State of Illinois. Chapter 24 of the Illinois Revised Statutes² deals with cities and villages. Section 21 of this chapter defines the powers and limitations of the City of Chicago. This section requires cities of over 500,000 (Chicago is the only one)

¹Alex Gottfried, Boss Cermak of Chicago, University of Washington Press, Seattle, 1962, p. 361

²Illinois Revised Statutes 1955, c. 24, s. 21

to conform to certain restrictions including having a mayor-council type government. However, state and local legislation also establish many other governmental units which overlap and conflict with the city government.

The mayor-city council arrangement is the main governing body in the city; however, it is far from being the only one. The mayor and council do not have the power to reorganize the many governments nor the power to redistribute authority. They must, therefore, contend with these many other governing agencies. Chicago and its surrounding area is governed by the following administrative units: eight county governments (two in Indiana), the Metropolitan Sanitary District of Greater Chicago, the Forest Preserve District of Cook County, the Chicago Board of Education, the Chicago Park District, the South Cook County Mosquito Abatement District, the Municipal Tuberculosis Sanitarium, the Chicago Housing Authority, the Chicago Transit Authority, the Chicago Land Clearance Commission, the Chicago Regional Port of Inspectors of the House of Correction, the Board of Election Commissioners, Cook County, the Public Library, and an elaborate court system.

This great overlapping of authority and taxing powers obviously causes much confusion, rivalry, and bargaining. For example, an increase in the taxation level of the Forest Preserve District might require the approval of the Preserve District itself, the city council, and Cook County.

Any or all could block the change. Thus a need is created for "politicking" and bargaining. Or the result might be resentment and retaliation.

Formally the area government is very decentralized. In order to get things done, ways must be found of circumventing this organizational barrier. A single official can pursue a course of action only so far as he is able to overcome the formal decentralization by informal centralization.³

Manipulation of the political party or machine is the best way to get this done. A high-ranking official, such as the mayor can go a long way toward informal centralization through his exercise of power party.

This overlapping of function and conflict of interest makes the government very weak in integration of administration compared to other governments.⁴ This lack of administrative integration is a weakness inherent to the patchwork system.

Of course this multi-control system breeds conflict between the opposing elements of government. This is not to say that the different governing bodies operate intentionally against each other, but rather that where distinct

³Edward Banfield, Political Influence, The Free Press of Glencoe, New York, 1961, p. 237

⁴Gottfried, op. cit., p. 359

divisions of function and jurisdiction are not observed, "border conflicts" are bound to sometimes occur.

The authority of the government of Chicago is many times limited by state laws. The powers of the city are rigidly limited by the terms of its charter of incorporation, and Chicago has the reputation of being the biggest, most impotent municipal infant in the world, functioning within a sphere rigidly drawn by the parent state, the state legislature, and the state courts. Action taken by the mayor and the city council must conform with state laws in parallel fields at all times.

From a purely formal standpoint, the Chicago area can hardly be said to have a government at all. There are hundreds, perhaps thousands, of bodies, each of which has a measure of legal authority, and none of which has enough of it to carry out a course of action which other bodies oppose.⁵

Therefore, each action, if it even occurs, is the result of a compromise. The government of Chicago consists of legislative, executive, and judicial bodies which are formally separate. The city council may check the executive. The executive may check the council. The courts may check them both. Even if these bodies were to agree upon a course of action, they might be checked or overruled by the State of Illinois.⁶

⁵Banfield, op. cit., p. 235

⁶Ibid., p. 236

The mayor is the executive head of the city government. His term is four years, and his salary of \$35,000 is one of the highest in the nation for this service.

He is also the head of his political party. Through this he may exercise great influence over a bloc of votes in the council. Just how much influence will be dealt with in depth later.

The mayor presides over the city council. He has the normal duty of executing the laws. He has broad powers of appointment, including the board of education, the civil service commission, the public library board, the heads of all city departments, and all nonelective, non-civil service officials. His power of removal over most of these positions is great, although each dismissal must be explained to the city council. The mayor has important administrative responsibilities in the supervision of the extensive municipal services.⁷

Besides presiding over the council, his legislative duties include preparing the budget, delivering an annual message and the privilege of other such communications. As presiding officer, he casts the deciding vote in case of a tie. His broad veto powers include the item veto in fiscal matters. He may also initiate legislation.⁸

⁷Gottfried, op. cit., p. 361

⁸Ibid.

There are also other officers within the executive branch.

and the city treasurer. They are not directly responsible to the mayor, although through his power as head of the party he may expect some cooperation from them. Also the chairman of the board of education, the chairman of the transit authority, and the chairman of parks, although appointed by the mayor, cannot be removed by him. Thus the executive branch of the city government is not a single body.⁹

There are fifteen administrative bodies within the executive department. Each directs one aspect of the city government, such as health, police, or fire protection. These departments, along with the mayor control revenues and expenditures totaling over \$1,000,000,000 annually.

The city council is the legislative branch of the government for the city of Chicago. It is composed of 50 alderman, one from each ward, who theoretically are elected on a non-partisan basis. They serve four years.

Although political affiliation is not listed on the ballot, it is no secret. The present city council consists of forty-one Democrats, six Republicans, two independents, and has one vacancy.¹⁰ Thus Mayor Richard Daley has little trouble in obtaining majority votes for his programs at present.

⁹ Banfield, op. cit., p. 236

¹⁰ "Chicago," Americana Yearbook, 1966, p. 42

The council has always been a body of great power, both legally and traditionally. It has the power to approve mayoral appointments, override his vetos, set up new departments, and legislate on a wide scope. Most mayors, however, have exercised considerable control over the council. Most of its work is done in committees. The council also grants franchises, regulates utility rates, and appropriates funds.¹¹

Positive Influences

Who does the mayor influence, and who influences him? What does the mayor influence, and what influences him? How? These questions must be answered in order to determine the roots of the power structures.

Traditionally the city government of Chicago has struggled with two basic problems. They are the desire for home rule and the battle against corruption.¹² These two basic problems are self-explanatory. There are countless derivative problems branching off in all directions and in all sizes from these bases. The problem of influence enters closely with these two.

The mayor's biggest arsenal is his political party. Control over the party gives him great influence in choosing his own running mates. This is very helpful. When he

¹¹Gottfried, loc. cit.

¹²Ibid., p. 355

runs up against one of those aforementioned roadblocks where an independently elected official has the power to thwart the mayor's plans, the mayor can exert pressure if the officer is one whom he helped elect. One who defies his control may be dropped, and one who cooperates may advance rapidly. Also, he has a vast amount of patronage at his disposal. With this he can regulate the activity of his precinct chairmen. He can "persuade" these men to get out and get public opinion behind his plans.¹³

Public opinion is another of the mayor's primary weapons. The mayor is in a position to always appear to be the martyr, especially when under attack from state officials. Of course the mayor of Chicago is traditionally Democratic. Mayor Richard J. Daley is no exception.

Chicago is heavily Democratic. The Democratic heartland is the slums and semi-slums of the inner city; here in wards which are predominantly Negro, Italian, Polish, Lithuanian, or Irish, and (except for the Negroes) almost entirely Catholic, the machine gets the hard core of its support. The lower the average income and the less the average education, the more reliably Democratic is the ward.¹⁴

Thus, Mayor Daley draws his prime support from minorities and low-income families. Therefore, in order to continue to draw heavy support from these areas, the mayor must listen attentively to these areas

¹³Banfield, op. cit., p. 237

¹⁴Ibid., p. 244

them. Minorities probably constitute the greatest single influencing factor upon the mayor. But the connection goes both ways. In order to retain his favors and to make their opinions heard, these areas must strongly support the mayor. He would not be pleased with a 50 per cent turnout on election day, or with a 100 per cent turnout and a 60-40 victory. In return for the benefits received, these areas must support Mayor Daley solidly and substantially. Charles Adrian in his book Governing Urban America¹⁵ says minority groups constitute one of the two great influencing factors upon the mayor. Italians, Poles, Russians, Irish, Bohemians, and Slavs all must do their part.¹⁶

Moreover, there is a trend at present toward the increase of these minority groups percentage-wise an increase in the Democratic majority and stronghold.¹⁷ The population movement is that the middle- and upper-class people are moving out of the inner city to the suburbs. Moving into their places are the Negroes and poor whites from the South. Since those who leave are predominantly Republicans or upward mobile types likely to become Republicans, and those moving in primarily lower class people who are Democrats, the percentage of Democrats in the inner city is increasing.

¹⁵Charles R. Adrian, Governing Urban America, McGraw-Hill Company, Inc., New York, 1961, p. 129

¹⁶Gottfried, op. cit., p. 355

¹⁷Banfield, op. cit., p. 245

It seems logical therefore that the mayor's primary strength would lie in satisfying and controlling this inner core which comprises his machine. As long as he can maintain the support of this majority which lives in the inner city, he seemingly cannot lose. Although this generally is the strategy of big town bosses, it is not the pattern followed by Mayor Daley.¹⁸ He finds it increasingly necessary to win public support in the whole area. To gain this result, it is necessary that he attempt to hold back the "boss-machine" image, and attempt to project a "good government" image. He cannot simply tell the ward captains to get 5,000 votes, but must convince through his own candidates, arguments, and persuasive powers 5,000 people.

Mayor Daley is no longer just a mayor of Chicago who needs a majority vote of the inner city to remain in power. He must gain support of the county, the state, and even the nation. To do this, he may have to give in on certain points. He is the Midwest leader of the Democratic party. If the interests of the Democratic party at large are in conflict with the interests of the Democratic party in the inner city, it normally is the Chicago interests which must be delayed.¹⁹

Mayor Daley, whose slogan is "good government is good politics and good politics is good government," has made it clear that he will not tolerate corruption in

¹⁸Ibid.

¹⁹Ibid.

office and has kept a very tight rein on gambling, prostitution, and other organized crime. At the same time he has established an executive budget, passed a performance zoning ordinance and housing code, extended the merit system, established a centralized purchasing system under a respected administrator, took control over contracts from the city council, and transferred authority to issue zoning variation permits from the city council to a Zoning Board of Appeals. His policy toward the suburbs has been sympathetic and generous; through James Downs, the highly respected businessman who is his consultant on housing and planning, he has offered them the assistance of the city planning department and of such other technicians as might help with their transportation, water, drainage, and other problems. In his campaign for re-election in 1958, the Mayor presented himself as an efficient and non-partisan administrator. His principal piece of campaign literature did not so much as mention the Democratic party or the Democratic slate.²⁰

Thus Mayor Daley shows his interest in popularity and support in the outlying areas of Chicago rather than relying on the inner city machine.

The influence of the mayor depends a great deal upon his ability to remain "boss" over his machine in the inner city and still gather popularity in the outlying wards and suburbs through the "good government" image.

Mayor Daley has, as have others before him, used the endorsement technique to attract the support of outlying

²⁰Ibid., p. 247

wards. This means that he goes out of his way to get the approval of noted civic leaders and have their favorable opinions spread far and wide. What these civic leaders think of him influences what the civic associations, and, ultimately, the newspapers say.²¹

These then are the weapons in the arsenal of Mayor Daley which he can use to make his influence count. Of course other influences upon him may be restrictive. These too must be considered when describing the circumstances under which his policy and will are formed.

Negative Influences

One of the most important negative influences on the mayor is the lack of cooperation by some elected officials. It has already been pointed out how much can be done when there is cooperation and informal centralization. Conversely, imagine how little can be done when the mayor and an independently elected official are directly opposed on a policy. This can generally be overcome through party discipline if the two are of the same party, but of course most of these roadblocks are contrived by Republicans.

The one official who most consistently opposes the mayor's will is the governor.²² However this problem has

²¹Ibid., p. 255

²²Ibid., p. 238

not affected Chicago mayors for the past few years since a Democratic governor has been in power.

Mayor Daley sometimes runs into opposition at the hands of the courts. The separation of powers in the city government has already been mentioned and is sometimes a negative influence on the action of the mayor. The mayor has no direct influence over the courts, although he may, in fact, be close friends with many of the judges. The mayor rarely attempts to impose his will in a civil or criminal case. However if the case involves a public and essentially political question, the mayor may suggest his feelings on the matter and receive some consideration by the judge. His main power here is his close association with public opinion, something the judge is quite interested in if the subject is controversial.²³

The most obvious restrictive influence upon the mayor is that of pleasing the voting public. Naturally he has to please his audience or be voted out of office. Therefore he must listen with careful ears to the voice of public opinion, and give it due consideration when formulating his policies. The public, in addition to choosing the mayor, has other duties which may restrict his plans. Public referendums and bond issues require public support.

Informal centralization can partially overcome formal centralization in many cases. But in many cases this

²³Ibid., p. 239

organizational drawback cannot be avoided, at least not without much loss of time and effort, and possibly considerable political trading. In order to control a member of his own party, the mayor may have to use party machinery or threats. Each time this method is used makes the next successive one a little less effective. Or if power moves will not work, political bargaining may have to be used. In this case, the mayor gets what he wants at the moment, but in return loses a little of his mobility because he is committed to a certain course of action. Even if he is finally successful in attaining his ends in these cases, much time and effort have been spent and possibly the choices of action have been reduced.²⁴

The "deals" made in political trading are not always certain. Informal control and thus political trading is necessary in the face of the formal decentralization, but these bargains are not legally binding. Thus the trading price paid in return for a political favor may go by the wayside occasionally, and there are few means by which to recover these losses.

Mayor Daley has a perennial restrictive influence in the State Legislature. He can count on at least the Senate being Republican, and, at least in most cases, opposed to his will.

²⁴Ibid., p. 241

Also a responsibility of the mayor is that of doing "big things." In order to capture and retain good public support, he must strive not only to administer capably and efficiently, and to eliminate vice and corruption, but to complete some new, worthwhile community projects. Public spirit is aroused because people feel they are part of a vigorous, progressive community. There are no specific things which must be done, but something must be done.

When he came into office, Mayor Daley contacted a few prominent civic leaders and asked them what things they considered needed to be done the most. Because of this, he has been accused of allowing State Street merchants and civic groups to run the city.²⁵

Another negative influence upon the mayor is that of the newspapers. Most newspapers are Republican, and Chicago papers are not exceptions. It is the "duty" of these Republican newspapers to harp on the faults of the Democratic administration and portray it as much as possible as an impersonal "machine." Newspapers often attack the machine for doing what, as they well know, is absolutely necessary in order to make a government so formally decentralized work at all.²⁶

The mayor is operating today in the era in which the importance of the

²⁵Adrian, loc. cit.

²⁶Banfield, op. cit., p. 254

is declining. Because of the growing importance of the outlying wards and the suburbs, the mayor can no longer be content with just maintaining control of his inner city machine. His required favors to these outlying areas have weakened his inner city control despite the influx of new Democratic voters daily. In order to maintain itself in the outlying areas, the party must weaken the machine in its inner city heartland. The inner city machine, then, is being dismantled bit by bit in order to improve the position of the party in outlying areas. Its liquidation theoretically will not result in a net loss of Democratic votes in the county, but is intended to increase Democratic voting.²⁷

The final restrictive influence upon the mayor is the problem of corruption. It is impossible to completely eliminate corruption in a city the size of Chicago, and from the mayor's standpoint it is not even entirely desirable. Of course in order to prevent the possibility of scandal and serious attacks from the newspapers and the public, Mayor Daley must attempt to keep corruption and patronage at a minimum. But it is to his advantage to use a small amount indirectly. That is, the mayor must of course remain spotless and pure, but it is sometimes to his advantage to look the other way when one of precinct committeemen needs to use this method. If he attempted to stop all corruption that he knew about, he would weaken both his personal political

²⁷Ibid., p. 256

position and the whole

However, he must turn his back only a few times and when he does, he must be careful.

Thus there are many influences on the mayor when he attempts to make policy. Also he holds great influence over many people in many ways. The question discussed in the next section

the city council. Do the forty-one Democrats on the 50-man council ever resist the mayor's will? If so, how and to what degree?

Mayor-Council Relationship

This section will analyze the operation of the city council and the mayor's relationship to it. There are two distinct divisions within council proceedings. The first part of this section will describe a "normal" council meeting. In order to have evidence to support statements the Journal of Proceedings of the City Council will be used. Two issues were selected at random for the discussion. They are the meetings of September 15, 1964, and August 25, 1966. In the latter part of this section, the December meetings of two years will be discussed. December meetings are distinct from other meetings because the discussion of the budget for the coming year takes place at that meeting.

²⁸Ibid., p. 257

"Normal" Meetings

A council meeting of the city council of Chicago began as the city clerk called the roll. At the meeting of September 15, 1964, forty-six aldermen were present.²⁹

Mayor Richard J. Daley then called the meeting to order. An invocation opened the meeting. The first order of business at a council meeting is to approve the minutes of the previous meeting. Then come the reports from city officers, which means the mayor. The mayor's portion of the meeting consists of appointments, tribute, proclamations, and advising the council of actions taken by other governments which are pertinent to Chicago.

The next order of business is the report from individual committees. The first committee and the most important one is the Committee on Finance. Since the mayor appoints these committee heads, he has great power. The head of the Committee on Finance is Alderman Thomas E. Keane. He is, in effect, Mayor Daley's whip in the council. He is the one who makes most of the motions and is the speaker for the Democratic majority of the council. The mayor is the presiding officer and thus recognizes who he chooses. Alderman Keane speaks on nearly every issue.

As chairman on the Committee on Finance, Alderman Keane is the boss when financial matters are referred to

²⁹ All material from here to the next footnote is based on the Journal of Proceedings of the given date. All material is taken from this source and/or original, so no more footnotes will be used in this section.

his committee. Thus Mayor Daley has the inside track on financial concerns.

After the committee reports, recommendations, and voting on these matters, the aldermen present their various proposals. These are generally concerned with minor things such as parking meters, stop lights, condemnation of buildings, and issuance of permits. These items are usually passed quickly, out of consideration for fellow aldermen, without discussion.

Then the council takes up matters classified as unfinished business and miscellaneous. On a matter of unfinished business were cast the only negative votes of the day. Of the seventy-four recorded votes of that particular council meeting, seventy-three were passed by the unanimous vote of 46-0. This discussion was concerned with the issuance of bids for the right to advertise over a city parking lot. This motion, the closest of the day, carried 40-5.

The following are the various recorded votes of that day with a small description of the issue.

<u>Under Mayor's Report</u>	Vote (46 present)
Appointment	46-0
Appointment	46-0
<u>Under Committee Reports</u>	
Transfer of funds	46-0
Sale of tax warrants	46-0*
Airport	46-0
Airport	46-0
Leases	46-0
Leases	46-0
Bids for work	46-0
Accept compromi	46-0

Accept compromise payments	46-0
Cancel warrant against TB sanitar.	46-0
Bridge improvement	46-0
Highway plan change	46-0
Reconstruction of viaduct	46-0
Easement	46-0
Traffic lights	46-0
Acquisition of land	46-0
Acquisition of land	46-0
Property damage payments	46-0
Decrease in water bills	46-0
Injured firemen	46-0
Water service connection	46-0
Appointment	46-0
Grant of privilege	46-0
Grant of privilege rescinded	46-0
Approve subdivision	46-0
Vacate alley	46-0
Vacate lots	46-0
Street improvements	46-0
Parking meters added	46-0
Regulation of parking	46-0
Loading zones	46-0
Weight limitations	46-0
One way streets	46-0
Speed limits	46-0
Bus stand	46-0
CTA	46-0

Reports of Aldermen

Buildings demolished	46-0
Free water to church	46-0
Peddling prohibited	46-0
Issuance of free permit to church	46-0
Issuance of free permit to church	46-0
Buildings demolished	46-0
Issuance of free permit to church	46-0
Bus permit	46-0
Buildings demolished	46-0
Issuance of free permits to church	46-0
Buildings demolished	46-0
Buildings demolished	46-0
Issuance of free permit to church	46-0
Issuance of free permit to church	46-0
Bus permit	46-0
Buildings demolished	46-0
Liscence-fee exemption	46-0
Free water to hospital	46-0
Taxicab stand	46-0
Issuance of free permit to hosp'l	46-0
Free water to hospital	46-0
Taxicab stands discontinued	46-0

Free water to mission	46-0
Buildings demolished	46-0
Vacate alley	46-0
Buildings demolished	46-0
Iss. of free permit to high sch'l	46-0
Issuance of free permit to church	46-0
Issuance of free permit to church	46-0
Issuance of free permit to church	46-0
Iss. of free permit to hospital	46-0
Acquisition of property	46-0
Issuance of free permit to hosp'l	46-0

Miscellaneous

Air rights over parking facility	40-5
Time of next meeting	46-0

* means movement for reconsideration was defeated.

Thus the mayor generally had his way through the men he has chosen to perform certain functions. There is very little opposition on a normal day to any of the mayor's or his men's proposals. The mayor recognizes Alderman Keene, who moves nearly every motion (except the individual aldermen's requests for their own wards), and a meaningless "vote" is taken.

In order to substantiate these statements, the votes of another day's proceedings will be shown. The Journal of August 25, 1966³⁰ was chosen at random. On that particular day, there were forty-eight aldermen present. The voting on various issues was recorded as follows.

Mayor's Report

Honorary citizenship	46-1
----------------------	------

Committee Reports

Transfer of funds	44-0
-------------------	------

³⁰Journal of Proceedings, August 25, 1966. See footnote number 29.

Sale of tax warrants	44-0*
Lease	44-0
Building permit	44-0
Execution of building code	44-0*
Bond referendum	44-0*
Housing act	44-0*
Property bids	44-0
Youth welfare	44-0
Lease agreement	44-0
Assessment claims	44-0
Uncollectible warrants	44-0
Foreclose accounts	44-0
Cancel warrants	44-0
Free permits	44-0
Allocation of MFT funds	44-0
Traffic control	44-0
Sidewalks	44-0
Catchbasin	44-0
Easement	44-0
Storm sewer	44-0
Injured firemen	44-0
Property damage	44-0
Water rate decrease	44-0
Proposed order (Keane recommended that it be defeated)	0-44
Grant of privileges	44-0
Vault	44-0
Privileges rescinded	44-0
Maps	44-0
Alley vacated	44-0
Alley vacated	44-0
Street vacated	44-0
City property	44-0
Alley vacated	44-0
Street vacated	44-0
Laying service pipe	44-0
Construction of sewers	44-0
Alley improvements	44-0
Urban renewal	44-0
Loan contract	44-0
Urban renewal	44-0
Urban renewal	44-0
Urban renewal	44-0

Reports by Aldermen

No recorded votes

Miscellaneous

Buildings demolished	44-0
Buildings demolished	44-0

Public drinking fountain	42-2
Buildings demolished	44-0
Buildings demolished	44-0
Buildings demolished	44-0
Buildings demolished	44-0
Buildings demolished	44-0
Buildings demolished	44-0
Buildings demolished	44-0
Buildings demolished	44-0

Unfinished Business

Ambulances	44-0
Ambulances	44-0
Time of next meeting	44-0

* means move for reconsideration defeated

Therefore the pattern of the other sample meeting was kept. Nearly every vote was recorded as it had been recommended. Thus it appears that the Council is an unnecessary formality. The closest vote of the day was 42-2 and there was almost no opposition to the policies of the mayor and his men.

However just considering the vote total overlooks a very important aspect---the nature of the topic of discussion. Most of the work of the council is done in committees. This is the desirable place for this work to be done. If the council as a whole had to fully analyze each topic, it would be years behind and much important work would never be done. Therefore work is sent out to committee for evaluation. Committees discuss each issue and make the relevant judgement.

It is imperative that the council as a whole respect the judgement of the committees. If the council re-evaluated

the recommendations of committees on very many issues, the aforementioned backlog would occur and the usefulness of the committees would drop to nothing.

So it is necessary that the council follow the recommendations of the mayor and/or the committee heads on most issues for the sake of convenience. Also many of these issues are so unimportant to anyone except residents of certain wards that they deserve no more than formal approval of the council. However many issues are of vital interest to the people of the city and do deserve more than passing mention in the council. There should be some opposition on some matters.

Budget meetings

As mentioned, a category which deserves separate consideration concerning council opposition to the mayor, or lack of opposition, is that of the December council meetings. At these meetings the budget for the coming year is approved, and if there were any opposition to the mayor, it surely would be evident at budget-approving time.

Formerly the duty of drawing up the budget belonged to the council. But in 1958, under Mayor Daley, the power was assigned to the mayor. This transfer was a good one from the viewpoint of efficient administration because it placed the power with one man. One man could better organize and coordinate spending with income, because of his position to see the overall picture. When the work was done by the council, each committee made a budget request

independently of the others. Therefore, over-allocations were made to some departments and under-allocations made to others.

For the purpose of this paper, two yearly budgets were chosen. The budget for the year 1964, which was approved on December 4, 1963, and the budget 1966, which was approved on December 7, 1965, will be used in the discussion. These two budgets should prove valuable and typical as examples. They are recent, and consequently show the efforts being made by Mayor Daley at the present time. They are spaced apart enough to give indication of trends which have already taken shape and those which are likely to yet occur. And they are "normal" budget meetings, that is they were not chosen because of radical budgetary shifts, but rather because of their "typical" nature and recent dates.

These budgets will be discussed first in reference to the council's submission, agreement, or resistance to Mayor Daley's will. "Everyday" meetings have already been analyzed and tabulated in this sense, and analyzing of budgetary meetings should shed some light in the area of this discussion. In a later section of the paper the budget will be analyzed and scrutinized in respect to increases and decreases in departmental budgets, sources of revenue, and trends.

The December 4, 1963 council meeting opened the same as all other meetings. Mayor Daley called the meeting to

order and the roll was called. A significant note might be made of the fact that four members were absent or 8 % at the most important meeting of the year. Alderman Keane again ran the show, introducing all procedural motions such as temporary suspension of rules and so on. After the invocation, the mayor presented his recognitions, appointments, votes of thanks, as at any other meeting. The council responded with their 40-0 approvals.

The unique part of the December meetings began under the reports of committees. The chairman of the Committee on Finance, Alderman Keane led the discussion. A written statement was read from the budget director, Mr. Arthur Lindell, proposing changes in the budget. Thirteen changes were proposed of which eight increased appropriations and five reduced appropriations. Alderman Keane moved that the amendments be accepted. The motion carried 44-0.³¹

Alderman Keane then proposed other amendments recommended by his committee on finance. A long list of changes was read by him. He then moved for acceptance. The motion carried by a vote of 36-8. This vote is the one with the biggest dissension of any other mentioned thus far in the paper. So the formal opposition to certain parts of the budget is eight votes or 16% larger than on most other issues thus far presented. However the opposition is still small relative to the supporting faction. Another factor that

³¹All references in this section are drawn from the December 4, 1963 Journal of Proceedings. See footnote number 29.

should be noted in the 36-8 vote was that the eight dissenters were not the six Republicans and two independents mentioned earlier. The vote both pro and con was non-partisan.

A counter-amendment to Alderman Keane's was proposed to send his recommendations back to the Committee on Finance for further study. Alderman John J. Hoellen proposed that this motion be adopted. However Alderman Keane introduced a prevailing motion to lay Hoellen's motion on the table. Alderman Keane's motion prevailed, 35-9. The nine opposers were again bi-partisan in nature, although largely anti-administration. Generally, if any dissenting votes are recorded on an issue, they come from a list of 8-10 aldermen. The other forty almost never vote against an administration proposal. Also generally, if there are only one or two dissenting votes, they come from the same 2-3 aldermen.

Alderman Edward T. Scholl, who is in the category of the 8-10 "sometimes" opposers, but not one of the adamant oppositionists, proposed an amendment to reduce substantially two minor sections of the budget. However Alderman Keane again proposed that this measure be laid on the table, and he prevailed, 42-2.

Alderman Leon M. Despres, who is one of the anti-administration councilmen, proposed an amendment to substantially increase the budget in two sections concerning civil rights and race relations. This motion was defeated, 43-1, with the Negro councilman, Alderman Charles Chew, who is an independent, also voting against Despres' amendment.

Next Alderman Despres proposed another amendment to remove the appropriation for a secretary's salary ^{for} of the President Pro Tem. He was again defeated 43-1.

Alderman Despres then proposed that action on the whole budget be delayed one week. Alderman Keane moved to table the motion. The administration won in a party vote, 36-8.

The final vote concerning the budget then came. Alderman Keane moved that the budget as proposed by Mayor Daley, his budget staff, and the Committee on Finance, plus amendments already made, be accepted. The final vote, again largely along party lines, accepted the budget by the vote of 37-9.

Some conclusions can be drawn concerning the voting patterns and council opposition to administration proposals on the issue of the budget based on this one meeting. There is opposition to the mayor's budgetary requests. About one-fifth of the councilmen voted against many of the important issues. This one-fifth is large compared to the unanimity on most other issues. It remains unimportant as a factor of the consideration of council approval. However, because the meeting is televised and covered extensively by the press, this opposition is probably significant. This much opposition makes the portion of the public which is interested in this matter and competent enough to fairly evaluate the issues consider both sides. The December 7,

1965 meeting will now be discussed in light of these tentative theories.³²

This meeting began like the others with all procedural matters essentially the same. Only two aldermen were absent this time, one unavoidably.

Alderman Keane proposed an amendment concerning increasing allocation of travel expenses for council members. He stated that this motion had passed the Committee on Finance by a vote of 13-6. However, Alderman Keane himself moved that the amendment not be passed. The vote was defeated 36-5, with five Republicans voting in favor.

In almost a duplicate move to the 1963 meeting, Alderman Hoellen proposed that consideration of the budget be postponed. Alderman Keane counter-proposed to table the motion. Alderman Keane prevailed, 36-9. Alderman Keane then proposed certain minor changes throughout the budget. He moved that those changes be accepted and they were 45-1.

Aldermen Despres and Jack I. Sperling moved that a \$50,000 item which was concerned with a fund completely at the disposal of the mayor be omitted. Alderman Keane moved to table the motion, and it was, 36-8. Alderman Keane then moved to defeat two other Republican proposed minor changes, and they were, 46-1 and 41-5. Another \$10,000 floating fund was moved to be omitted by Aldermen Despres and Sperling. Alderman Keane moved to table and won 40-6. At this point

³²Journal of Proceedings, Dec. 7, 1965. See footnote number 29.

eleven consecutive minor changes were proposed by Aldermen Despres and Sperling. Alderman Keane moved to table each one and prevailed on each one, on votes ranging from 40-6 to 43-3. Alderman Despres then proposed a motion which induced the largest negative vote of any found in the study.

He proposed a reduction in the pay rate of bridge builders for the city of Chicago. Again Alderman Keane moved to table the issue. The motion was tabled, by a vote of 34-11. The voting was largely along party lines, but not entirely. This was the most formal opposition of any noted during the study.

Finally Alderman Keane proposed that the council approve the budget. The final vote was 40-6.

Therefore the conclusions reached on the December, 1963 meeting seem to be confirmed by this meeting. There is considerably more opposition to proposals of the administration on the budget than to any other area. This is to be expected. Probably there is general agreement among the councilmen as to what functions the city should perform, how these functions should be assigned and administered, what role the mayor and council and committees should play, and on the general nature of all these things, but differences in opinion occur on matters of degree and of relative importance. Therefore whatever opposition was present in any form, matter, or degree to any policy of the administrator would become evident at the discussion of the budget.

Opposition to the mayor in the council would have to be termed light in the category of numbers; intense in the actions of certain aldermen. Out of a city council of fifty men, a maximum opposition of eleven under any circumstances does not represent a serious threat to the passage of desired bills or appropriations. In this sense the mayor is extremely influential in the procurement of his will in the legislature. However, the disagreement of three, five, six, and even eleven councilmen over money matters is an increase of about three, five, six, and even eleven as compared to other issues. Since there are only six members of the opposing Republican Party, it is obvious that some independents and Democrats do not automatically approve of everything proposed by Mr. Daley and/or Mr. Keane.

Therefore these few who do occasionally oppose the mayor's suggestions do serve a useful purpose. They call attention to matters which they and sometimes other members of their council consider shortcomings. The mayor and his administration must necessarily give attention and consideration to these matters to evaluate their worth and shortcomings. Some of the members of the council are very intense in their opposition to the mayor's policies. They talk to all who will listen and thus gain some support in public opinion. Therefore the mayor must consider their suggestions.

The unanimity of formal votes, however, generally does not accurately reflect the degree of opposition on any given issue. Conflicts frequently occur in the various committees

where sometimes heated discussion occurs. A committee vote is then taken and even if the vote is 8-7, the chairman presents this as the committee's recommendation. Then presentation and discussion take place, and a general consensus is reached. If it is certain that a motion will pass, normally even the opposing members will vote in favor to give the appearance of a fully unified council. Thus possibly a 36-10 vote is formally recorded as 46-0. Many times, however, adamant dissenters wish their disapproval recorded. Thus, 44-2 votes. When seen in this light, the final recorded vote cannot always be taken as indicative of the difficulty a bill encountered in its passage. Formal votes are many times misleading.

Generally there is little or no formal opposition by the council of proposed legislation. But in certain areas, such as the budget, there is opposition. Numberwise it is small, but it does have some influence and deserves mention.

The purpose of the preceding section of the paper was to describe the methodology of council meetings and the mayor's influence, or lack of it. The section was descriptive---not evaluative. No intentional attempt was made to describe the worth or liabilities in the procedure of the council, but merely to describe the procedure. No evaluation was made concerning 44-0 votes, but it was merely pointed out that they generally occur. It was not presented that

a maximum negative vote of eleven out of fifty was detrimental, but it was merely pointed out that that was the case.

This section was intended to be descriptive and objective---not subjective and opinionated, and it should be interpreted in that way.

SECTION TWO--THE BUDGET STATISTICALLY

Now that it has been established how hard it is for the mayor to get his budget passed by the council, it is proper to deal with the budget itself. This section will explain the sources of revenue to the city government, the public expenditures, the allocation of money to specific departments and agencies, and the relative increase or decrease of each function in the last few years.

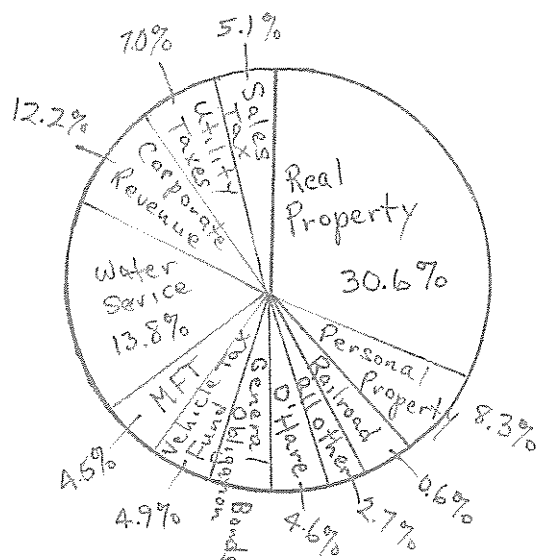
General property taxes is the most important source of revenue to the city of Chicago. This source brings in about forty per cent of all cash received by the government in a year. In 1966 these accounted for over \$200 million dollars.³³ The next largest income source is that of corporate non-property taxes. These taxes brought in over \$120 million dollars in 1966. These two items comprised sixty per cent of the total income for the city. Other items of revenue include city licenses, motor fuel tax, water fund charges, parking revenue, airport revenue, bonds, and a few more sources. The following table lists income for the city in 1966 and the importance of each source.

³³Richard J. Daley, Message of the Mayor, (unpublished booklet, Chicago, 1966)

TOTAL FUNDS AVAILABLE, 1966³⁴

General Property Taxes	\$218,851,951
Corporate Non-Property Taxes	121,051,768
Vehicle Licenses	25,202,000
Motor Fuel Tax	21,718,000
Water Fund Charges	56,355,000
Parking Revenue	6,640,000
O'Hare Airport	25,263,000
Calumet Skyway	2,600,000
Other revenue	1,778,758
General Obligation Bonds	31,820,000
Net Current Assets	38,640,143
Revenue Bonds	<u>17,970,000</u>
 TOTAL	 567,890,620
Deduct: Inter-Fund Appropriations	<u>13,784,288</u>
 NET TOTAL	 554,106,332

This constitutes the sources of income for the city.
The following pie chart gives a graphic illustration of the income sources and their relative values.

WHERE THE MONEY COMES FROM³⁵

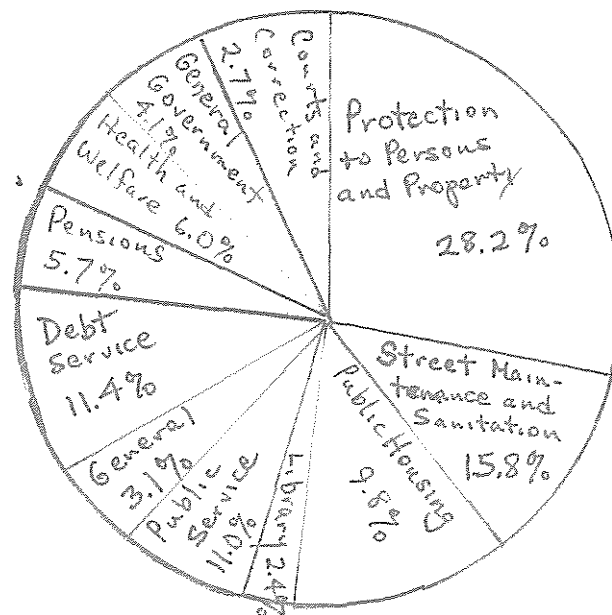
³⁴taken from Message of the Mayor, p. 11

³⁵Ibid., p. 18

The budget of the City of Chicago is divided into several sections. The most important section is that of the Corporate Budget. It involves about one-half of the total funds, or about \$257 million. Out of the corporate budget come many things including the mayor and his staff, the councilmen and their staffs, the police department, the fire department, the departments of buildings, zoning, public works, finance, and several others. Besides the corporate budget, other functions are assigned funds. These appropriations are based on function. Some of these are civil defense fund, water fund, relief programs, bonds, transit fund, along with several more. These comprise the rest of the budget appropriations.

The following chart³⁶ shows how the money is spent, according to function.

WHERE THE MONEY GOES



³⁶taken from Message of the Mayor, p. 19

A detailed explanation of the budget -- would take about 518 pages, because that is how long the budget for the year 1966 is. However a summary would be sufficient for the purpose. The following pages give a statistical analysis and explanation of revenues and expenditures. They are compared with years past and divided variously according to function, department, fund, and source. These pages, taken from the 1966 budget³⁷ manual, are sufficiently self-explanatory.

³⁷1966 Budget Appropriations, City of Chicago

**COMPARATIVE STATEMENT OF CORPORATE FUND REVENUES
BY MAJOR SOURCES
FOR YEARS 1964, 1965 AND 1966**

Source	Actual 1964	Estimated		
		Document 1965	Ordinance 1965	1966
Taxes				
Property Tax	\$100,311,280*	\$109,034,000.	\$109,034,000.	\$122,500,000.
Penalties and Interest on Taxes		400,000.	400,000.	.....
Municipal Retailers Occupational Tax	28,500,352.	26,200,000.	26,200,000.	28,500,000.
Compensation—Public Utilities	20,598,021.	20,400,000.	20,400,000.	21,750,000.
Municipal Public Utilities Tax	16,020,294.	15,900,000.	15,900,000.	16,875,000.
Amusement Tax	1,293,803.	1,250,000.	1,250,000.	1,250,000.
Foreign Fire Insurance Tax	805,778.	815,000.	815,000.	815,000.
Payment in Lieu of Taxes	572,029.	412,000.	412,000.	615,000.
Total	168,101,557.	174,411,000.	174,411,000.	192,305,000.
Licenses and Permits				
Alcoholic Beverage	8,223,330.	8,300,000.	8,300,000.	8,225,000.
General Licenses	5,060,195.	5,650,000.	5,650,000.	5,500,000.
Miscellaneous Licenses	32,452.	30,000.	30,000.	30,000.
Permits and Certificates	2,228,780.	2,334,000.	2,334,000.	2,188,800.
Parking Meter Revenue (PD)	201,275.	200,000.	200,000.	200,000.
Total	15,746,032.	16,514,000.	16,514,000.	16,143,800.
Fines, Forfeits and Penalties	9,272,000.	8,800,000.	8,800,000.	10,500,000.
Revenue from Use of Money and Property				
Compensation—Use of Public Property	376,553.	360,000.	360,000.	360,000.
Leases and Rents	111,073.	90,000.	90,000.	90,000.
Interest	100,042.	95,000.	95,000.	95,000.
Total	587,668.	545,000.	545,000.	545,000.
Revenue from Other Agencies				
Reimbursement from City Funds	12,029,834.	13,499,900.	13,499,900.	13,654,288.
Reimbursement from Other Agencies	34,852.	30,000.	30,000.	30,000.
Total	12,064,686.	13,529,900.	13,529,900.	13,684,288.
Charges for Current Service				
Court Costs, Fees and Charges (not fines)	2,096,931.	1,725,000.	1,725,000.	1,925,000.
Inspection Fees	5,041,131.	4,804,500.	4,804,500.	4,979,000.
Miscellaneous Fees	1,415,535.	1,359,700.	1,359,700.	1,391,000.
Total	8,553,597.	7,889,200.	7,889,200.	8,295,000.
Municipal Utilities and Other Enterprises				
City Airports	494,289.	470,000.	470,000.	571,480.
Port of Chicago	662,882.	643,200.	643,200.	427,200.
Total	1,157,171.	1,113,200.	1,113,200.	998,680.
Other Revenue				
Vacation of Streets and Alleys.....	198,004.	150,000.	150,000.	150,000.
Sale of Land and Buildings.....	2,294,778.	125,000.	125,000.	125,000.
Other	102,170.	100,000.	100,000.	100,000.
Sale of Old Materials	107,220.	35,000.	35,000.	40,000.
Street Signs	69,300.	65,000.	65,000.	65,000.
Revenue under Leasing Act				600,000.
Total	2,771,472.	475,000.	475,000.	1,080,000.
Total All Sources	218,254,183.	223,277,300.	223,277,300.	243,551,768.
Net Current Assets at January 1.....	9,133,149.	8,722,070.	8,722,070.	13,465,000.
GRAND TOTAL	\$227,387,332.	\$231,999,370.	\$231,999,370.	\$257,016,768.

(*Less Loss and Cost)

SUMMARY "B"

**SUMMARY OF ESTIMATED RESOURCES FROM WHICH APPROPRIATIONS ARE MADE
FOR YEAR 1966**

(For further details see estimate statements)

Estimate No.	Funds	REVENUE				Surplus and Other*	Total Appropriable
		Gross Tax Levy	Other Revenue	Total Revenue			
PROPERTY TAX SUPPORTED FUNDS							
1.	Corporate Fund	\$122,500,000.	\$121,051,768.	\$243,551,768.	\$ 13,465,000.	\$257,016,768.	
6.	Civil Defense Fund .....	.....	.....	.....	390,000.	390,000.
7.	Forestry Fund	4,900,000.	.....	4,900,000.	1,070,000.	5,970,000.
8.	Library Fund—Buildings and Sites.....	615,000.	250,000.	865,000.	462,869.	1,327,869.	
9.	Library Fund—Maintenance and Operation.....	8,250,000.	690,000.	8,940,000.	2,820,274.	11,760,274.	
10.	Municipal Tuberculosis Sanitarium Fund.....	7,500,000.	252,000.	7,752,000.	1,930,000.	9,682,000.	
12.	Judgment Tax Fund	3,000,000.	.....	3,000,000.	523,000.	3,523,000.
14.	Bond Redemption and Interest Fund.....	30,568,150.	.....	30,568,150.	.....	30,568,150.
15.	City Relief Fund	10,668,801.	.....	10,668,801.	2,970,000.	13,638,801.
16-21.	Pension Funds	30,850,000.	.....	30,850,000.	.....	30,850,000.
	Totals—Property Tax Supported Funds.....	<u>218,851,951.</u>	<u>122,243,768.</u>	<u>341,095,719.</u>	<u>23,631,143.</u>	<u>364,726,862.</u>	
NON-PROPERTY TAX FUNDS							
2.	Water Fund .....	.....	56,355,000.	56,355,000.	3,585,000.	59,940,000.
3.	Water Works Certificates Fund.....	.....	.....	.....	16,800,000.	16,800,000.
4.	Vehicle Tax Fund .....	.....	25,202,000.	25,202,000.	1,965,000.	27,167,000.
5.	Motor Fuel Tax Fund.....	.....	21,718,000.	21,718,000.	3,282,000.	25,000,000.
11.	Penalties and Interest—Special Assessments Fund.....	.....	.....	.....	.....	-0-
13.	General Obligation Bond Funds .....	.....	.....	.....	31,820,000.	31,820,000.
22.	Calumet Skyway Revenue Fund.....	.....	2,600,000.	2,600,000.	210,000.	2,810,000.
23.	Parking Revenue Fund .....	.....	6,640,000.	6,640,000.	3,630,000.	10,270,000.
24.	Chicago-O'Hare Airport Revenue Fund .....	.....	25,263,000.	25,263,000.	.....	25,263,000.
25.	Chicago-O'Hare Airport Revenue Bond Fund .....	.....	.....	.....	960,000.	960,000.
26.	City Traction Fund .....	.....	.....	.....	408,000.	408,000.
27.	City Transit Fund .....	.....	586,758.	586,758.	2,139,000.	2,725,758.
	Totals—Non-Property Tax Funds .....	.....	<u>138,364,758.</u>	<u>138,364,758.</u>	<u>64,799,000.</u>	<u>203,163,758.</u>
	Grand Totals—All Funds.....	<u>218,851,951.</u>	<u>260,608,526.</u>	<u>479,460,477.</u>	<u>88,430,143.</u>	<u>567,890,620.</u>	
	Deduct reimbursements between funds.....	.....	13,784,288.	13,784,288.	.....	13,784,288.
	Net Totals—All Funds.....	<u>\$218,851,951.</u>	<u>\$246,824,238.</u>	<u>\$465,676,189.</u>	<u>\$ 88,430,143.</u>	<u>\$554,106,332.</u>	

*"Surplus and Other" are the estimated net current assets at January 1 as shown in the estimates for the respective funds.

SUMMARY OF APPROPRIATIONS FROM FUNDS BY MAJOR PURPOSES FOR YEAR 1966

No.	General Expense	Capital Outlay	Debt Service	Pension Funds	Specific Levies for Loss and Cost on Taxes	Total Appropriations
PROPERTY TAX SUPPORTED FUNDS						
1. Corporate Fund	\$243,660,774.	\$ 3,550,870.	.....	.....	\$ 9,800,000.	\$257,011,644.
6. Civil Defense Fund.....	263,000.	107,000.	.....	.....	.....	370,000.
7. Forestry Fund	5,488,420.	89,500.	.....	.....	392,000.	5,969,920.
8. Library Fund—Buildings and Sites.....	224,000.	1,054,669.	.....	.....	49,200.	1,327,869.
9. Library Fund—Maintenance and Operation.....	10,960,274.	140,000.	.....	.....	660,000.	11,760,274.
10. Municipal Tuberculosis Sanitarium Fund.....	8,654,802.	426,700.	.....	.....	600,000.	9,681,502.
12. Judgment Tax Fund .....	.....	.....	\$ 3,523,000.*	.....	.....	3,523,000.
14. Bond Redemption and Interest Fund.....	.....	.....	28,122,698.	.....	2,445,452.	30,568,150.
15. City Relief Fund	12,785,297.	.....	.....	.....	853,504.	13,638,801.
Pension Funds:						
16. Municipal Employees' Annuity and Benefit.....	.....	.....	.....	\$ 9,672,000.*	.....	9,672,000.
17. Laborers' Annuity and Benefit.....	.....	.....	.....	3,726,000.*	.....	3,726,000.
18. Policemen's Annuity and Benefit.....	.....	.....	.....	9,117,000.*	.....	9,117,000.
19. Firemen's Annuity and Benefit.....	.....	.....	.....	8,207,000.*	.....	8,207,000.
20. House of Correction Employees' Pension.....	.....	.....	.....	66,000.*	.....	66,000.
21. Park Employees' Annuity and Benefit.....	.....	.....	.....	62,000.*	.....	62,000.
Totals—Property Tax Supported Funds.....	282,036,567.	5,368,739.	31,645,698.	30,850,000.*	14,800,156.	364,701,160.
NON-PROPERTY TAX FUNDS						
2. Water Fund	42,788,211.	4,405,650.	12,742,125.	.....	.....	59,935,986.
3. Water Works Certificates Fund .....	.....	15,065,000.	.....	.....	.....	15,065,000.
4. Vehicle Tax Fund	26,889,227.	276,000.	.....	.....	.....	27,165,227.
5. Motor Fuel Tax Fund	9,000,000.	16,000,000.	.....	.....	.....	25,000,000.
11. Penalties and Interest—Special Assessments Fund.....	.....	.....	.....	.....	.....	-0-
13. General Obligation Bond Funds .....	.....	25,638,000.	.....	.....	.....	25,638,000.
22. Calumet Skyway Revenue Fund.....	860,341.	3,000.	1,946,868.	.....	.....	2,810,209.
23. Parking Revenue Fund	4,168,403.	2,813,000.	2,395,244.	.....	.....	9,376,647.
24. Chicago-O'Hare Airport Revenue Fund.....	10,468,247.	1,574,230.	13,219,791.	.....	.....	25,262,268.
25. Chicago-O'Hare Airport Revenue Bonds.....	.....	960,000.	.....	.....	.....	960,000.
26. City Traction Fund .....	.....	408,000.	.....	.....	.....	408,000.
27. City Transit Fund	423,382.	2,147,000.	150,000.	.....	.....	2,720,382.
Totals—Non-Property Tax Funds.....	94,597,811.	69,289,880.	30,454,028.	.....	.....	194,341,719.
Grand Totals—All Funds	376,634,378.	74,658,619.	62,099,726.	30,850,000.	14,800,156.	559,042,879.
Deduct inter-fund appropriations	13,784,288.	.....	.....	.....	.....	13,784,288.
Net Totals—All Funds.....	\$362,850,090.	\$ 74,658,619.	\$62,099,726.	\$ 30,850,000.	\$14,800,156.	\$545,258,591.

*Includes loss and cost in collection of taxes.

General expense includes appropriations for expenditures for operation, maintenance, ordinary repairs and miscellaneous items of expense, and also includes some amounts classifiable as capital outlay such as engineering and other services on construction projects.

Capital outlay includes appropriations for expenditures for purchase of additional and replacement equipment; permanent improvements including rehabilitation and replacement; purchase of land and expenditures incidental to acquisition of land.

Debt Service includes appropriations for redemption of debt and interest on debt, and for required reserves.

Pension Funds appropriations represents the gross amounts of general property taxes to be levied for the City's contribution to the pension funds without any deduction for loss and cost in the collection of taxes.

Loss and cost represents the amounts appropriated as a reserve against the gross amount of general property taxes to be levied for potential losses in tax collections and the City's share of the cost of assessing, billing and collecting such taxes.

SUMMARY "D"

SUMMARY OF 1966 APPROPRIATIONS
By Funds, Departments and Object Classifications

	<u>Personal Services</u>	<u>Contractual Services</u>	<u>Travel</u>	<u>Commodities</u>	<u>Equipment</u>	<u>Permanent Improvement and Land</u>	<u>Specific Items and Contingencies</u>	<u>Totals</u>
CORPORATE FUND:								
Mayor's Office	\$ 267,692.	\$ 10,950.	\$.....	\$ 10,000.	\$.....	\$.....	\$	\$ 288,642.
Mayor's Committee for Economic and Cultural Development	98,828.	14,121.	2,000.	1,500.	.....	.....	700.	117,149.
Mayor's Office of Inquiry and Information	63,686.	1,200.	.....	2,500.	.....	.....	400.	67,786.
Mayor's Office—Budgetary Division	255,959.	47,400.	5,300.	2,500.	.....	.....	500.	311,659.
Mayor's Commission for Senior Citizens	44,025.	14,344.	600.	600.	.....	.....	8,500.	68,069.
Department of Investigation	55,572.	7,130.	.....	450.	.....	.....	10,200.	73,352.
City Council	733,932.	.....	32,400.	.....	.....	.....	150,000.	916,332.
City Council Committees	421,324.	10,204.	1,940.	5,680.	900.	.....	9,100.	449,148.
City Council Legislative Reference Bureau	42,432.	1,400.	1,000.	200.	.....	.....	.....	45,032.
Municipal Reference Library	97,344.	9,660.	650.	10,350.	.....	.....	400.	118,404.
Department of Development and Planning	777,956.	208,900.	5,900.	20,600.	.....	.....	28,000.	1,041,356.
Department of Urban Renewal	212,087.	25,900.	3,800.	23,000.	.....	.....	3,000.	267,787.
Neighborhood Redevelopment Commission .....	.....	6,800.	500.	500.	.....	.....	.....	7,800.
City Clerk	399,343.	179,600.	660.	21,000.	.....	.....	.....	600,603.
City Comptroller	1,440,007.	341,000.	5,900.	67,000.	1,800.	1,000.	3,000.	1,859,707.
City Treasurer	214,022.	55,500.	.....	3,500.	.....	.....	.....	273,022.
City Collector	689,883.	20,600.	10,800.	14,000.	1,000.	.....	500.	736,783.
Department of Law	1,194,016.	448,824.	30,000.	10,000.	.....	8,000.	6,500.	1,697,340.
Civil Service Commission	882,574.	90,050.	4,000.	20,600.	14,000.	1,500.	500.	1,013,224.
Department of Medical Examination and Emergency Treatment	60,074.	900.	180.	4,500.	.....	.....	600.	66,254.
Department of Purchases, Contracts and Supplies	1,680,309.	133,980.	22,720.	42,000.	20,260.	9,000.	5,000.	1,913,269.
Board of Election Commissioners	1,815,652.	1,834,000.	27,000.	75,000.	195,000.	5,000.	30,000.	3,981,652.
Presiding Judge of the Municipal Court of Chicago.....	1,857,694.	226,890.	5,500.	31,100.	34,800.	8,500.	24,394.	2,188,878.
Clerk of the Municipal Court of Chicago.....	4,356,220.	328,000.	6,105.	206,000.	5,000.	1,000.	2,500.	4,904,825.
Bailiff of the Municipal Court of Chicago.....	2,956,864.	88,340.	127,240.	44,500.	16,500.	.....	.....	3,233,444.
House of Correction	3,174,960.	221,850.	2,750.	680,200.	34,700.	25,000.	2,500.	4,141,960.
Board of Health	7,686,636.	243,750.	210,300.	274,600.	37,600.	15,000.	53,500.	8,521,386.
Commission on Human Relations	333,195.	45,600.	3,600.	3,500.	.....	.....	58,000.	443,895.
Commission for the Rehabilitation of Persons	289,781.	14,700.	2,500.	52,200.	2,300.	25,000.	2,000.	388,481.
Commission on Youth Welfare	1,103,173.	92,810.	24,308.	18,600.	18,693.	.....	20,250.	1,277,834.
Boards:								
Police Board	15,576.	.....	.....	.....	.....	.....	10,000.	25,576.
Motion Picture Appeal Board.....	8,000.	2,000.	.....	.....	.....	.....	.....	10,000.
Department of Police	96,914,659.	2,622,308.	28,959.	1,854,484.	1,613,575.	150,500.	211,840.	103,396,325.
Fire Department	39,823,649.	341,250.	6,584.	884,750.	633,500.	.....	60,000.	41,749,733.

SUMMARY "D"

Summary of 1966 Appropriations—Continued
By Funds, Departments and Object Classifications

Corporate Fund—Continued	Personal Services	Contractual Services	Travel	Commodities	Equipment	Permanent Improvement and Land	Specific Items and Contingencies	Totals
Department of Buildings	\$ 4,582,689.	\$ 270,500.	\$ 155,000.	\$ 44,300.	\$ 16,000.	\$ 5,000.	\$ 402,000.	\$ 5,475,489.
Zoning Board of Appeals	75,908.	5,700.	300.	2,000.	.....	.....	.....	83,908.
Department for the Inspection of Steam Boilers, etc.....	625,811.	5,000.	11,200.	3,500.	.....	.....	250.	645,761.
Department of Weights and Measures	372,580.	15,550.	5,100.	6,475.	8,600.	.....	200.	408,505.
Department of Air Pollution Control	727,790.	57,705.	19,770.	22,775.	46,242.	1,500.	2,000.	877,782.
Boards of Examiners	99,901.	.....	690.	.....	.....	.....	4,000.	104,591.
Public Vehicle License Commission	148,646.	5,800.	1,625.	10,900.	500.	.....	1,000.	168,471.
Local Liquor Control Commissioner	40,637.	63,000.	.....	.....	.....	.....	1,000.	104,637.
License Appeal Commission	16,872.	3,700.	.....	.....	.....	.....	400.	20,972.
Department of Streets and Sanitation								
Commissioner's Office	301,881.	5,700.	15,200.	6,800.	.....	.....	500.	330,081.
Bureau of Sanitation	20,627,383.	6,365,500.	219,200.	418,000.	10,000.	.....	385,000.	28,025,083.
Bureau of Electricity	2,982,271.	2,486,159.	76,500.	874,000.	38,000.	.....	75,000.	6,531,930.
Board of Local Improvements	755,648.	27,119.	10,400.	10,250.	.....	.....	2,500.	805,917.
Department of Public Works								
Commissioner's Office	195,459.	31,600.	3,000.	2,500.	.....	.....	1,000.	233,559.
Bureau of Engineering—General	19,000.	4,000.	400.	1,600.	2,000.	.....	35,000.	62,000.
Bureau of Engineering—Bridge Maintenance.....	70,000.	431,100.	2,640.	10,000.	4,000.	.....	.....	517,740.
Bureau of Maps and Plats	144,648.	6,250.	45.	2,120.	.....	.....	.....	153,063.
Bureau of Architecture and Building Maintenance.....	4,508,523.	806,400.	12,645.	698,150.	56,500.	165,000.	160,500.	6,407,718.
Bureau of Forestry and Parkways	452,001.	102,290.	5,700.	78,800.	37,500.	49,000.	.....	725,291.
Department of the Port of Chicago	2,284,749.	199,680.	7,400.	72,350.	10,100.	.....	57,000.	2,631,279.
Department of Aviation	1,079,706.	629,259.	10,445.	74,200.	39,800.	20,500.	3,500.	1,857,410.
Department of Finance—General	76,000.	459,500.	.....	.....	64,000.	30,000.	4,214,250.	4,843,750.
Total for Expenditures	\$210,155,227.	\$ 19,671,473.	\$1,130,456.	\$6,724,134.	\$2,962,870.	\$520,500.	\$ 6,046,984.	\$247,211,644.
Loss and Cost .....	.....	.....	.....	.....	.....	.....	9,800,000.	9,800,000.
Grand Total Corporate Fund	\$210,155,227.	\$ 19,671,473.	\$1,130,456.	\$6,724,134.	\$2,962,870.	\$520,500.	\$15,846,984.	\$257,011,644.
Percent to Total	81.8	7.7	.4	2.6	1.1	.2	6.2	100.0

SUMMARY "D"

Summary of 1966 Appropriations—Continued
By Funds, Departments and Object Classifications

	Personal Services	Contractual Services	Travel	Commodities	Equipment	Permanent Improvement and Land	Specific Items and Contingencies	Totals
CIVIL DEFENSE FUND:								
Chicago Civil Defense Corps	\$ 68,170.	\$ 80,000.	\$	\$ 6,000.	\$ 62,000.	\$	\$ 153,830.	\$ 370,000.
Loss and Cost in Collection of Taxes .....	.....	.....	.....	.....	.....	.....	.....	.....
Total for Civil Defense Fund	68,170.	80,000.	.....	6,000.	62,000.	.....	153,830.	370,000.
FORESTRY FUND:								
Bureau of Forestry and Parkways	4,786,620.	372,300.	19,500.	163,000.	84,000.	5,500.	.....	5,430,920.
Department of Finance—General	3,500.	5,000.	.....	.....	.....	.....	138,500.	147,000.
Loss and Cost in Collection of Taxes .....	.....	.....	.....	.....	.....	.....	392,000.	392,000.
Total for Forestry Fund	4,790,120.	377,300.	19,500.	163,000.	84,000.	5,500.	530,500.	5,969,920.
CHICAGO PUBLIC LIBRARY FUNDS:								
Buildings and Sites .....	.....	223,000.	.....	.....	250,000.	554,669.	251,000.	1,278,669.
Loss and Cost in Collection of Taxes .....	.....	.....	.....	.....	.....	.....	49,200.	49,200.
Maintenance and Operation	8,330,000.	753,000.	7,900.	1,543,000.	140,000.	.....	326,374.	11,100,274.
Loss and Cost in Collection of Taxes .....	.....	.....	.....	.....	.....	.....	660,000.	660,000.
Total for Chicago Public Library Funds	8,330,000.	976,000.	7,900.	1,543,000.	390,000.	554,669.	1,286,574.	13,088,143.
MUNICIPAL TUBERCULOSIS SANITARIUM FUND:								
Municipal Tuberculosis Sanitarium	6,874,502.	400,000.	4,800.	1,350,000.	120,000.	306,700.	25,500.	9,081,502.
Loss and Cost in Collection of Taxes .....	.....	.....	.....	.....	.....	.....	600,000.	600,000.
Total for Municipal Tuberculosis Sanitarium Fund	6,874,502.	400,000.	4,800.	1,350,000.	120,000.	306,700.	625,500.	9,681,502.
JUDGMENT TAX FUND:								
.....	.....	.....	.....	.....	.....	.....	3,523,000.	3,523,000.
BOND REDEMPTION AND INTEREST FUND:								
For Redemption of Bonds and Interest on Bonds .....	.....	.....	.....	.....	.....	.....	28,122,698.	28,122,698.
Loss and Cost in Collection of Taxes .....	.....	.....	.....	.....	.....	.....	2,445,452.	2,445,452.
Total for Bond Redemption and Interest Fund .....	.....	.....	.....	.....	.....	.....	30,568,150.	30,568,150.
CITY RELIEF FUND:								
Department of Welfare .....	.....	.....	.....	.....	.....	.....	12,785,297.	12,785,297.
Loss and Cost in Collection of Taxes .....	.....	.....	.....	.....	.....	.....	853,504.	853,504.
Total for City Relief Fund .....	.....	.....	.....	.....	.....	.....	13,638,801.	13,638,801.
PENSION FUNDS:								
.....	.....	.....	.....	.....	.....	.....	30,850,000.	30,850,000.
TOTAL—Tax Supported Funds Except Corporate	20,062,792.	1,833,300.	32,200.	3,062,000.	656,000.	866,869.	81,176,355.	107,689,516.
TOTAL—All Funds Supported Entirely and/or Partly from Property Taxes	230,218,019.	21,504,773.	1,162,656.	9,786,134.	3,618,870.	1,387,869.	97,023,339.	364,701,160.
WATER FUND:								
Department of Purchases, Contracts and Supplies	102,707.	13,500.	6,000.	.....	6,500.	5,500.	.....	134,207.
Department of Buildings	495,129.	.....	.....	.....	.....	.....	.....	495,129.
Department of Public Works:								
Bureau of Engineering:								
Construction Division—General .....	.....	.....	.....	.....	.....	.....	500,000.	500,000.
Filtration—Construction .....	.....	.....	.....	.....	.....	2,000.	.....	2,000.
Construction and Betterments .....	.....	.....	.....	.....	.....	2,589,500.	.....	2,589,500.
General and Water Works Design	328,000.	3,000.	500.	3,000.	1,000.	.....	.....	335,500.
Department of Water and Sewers:								
Commissioner's Office	241,003.	9,765.	1,460.	1,750.	100.	.....	500.	254,578.
Bureau of Water:								
Deputy Commissioner's Office	327,838.	91,500.	3,500.	2,300.	4,100.	.....	.....	429,238.
Water Collection Division	2,478,063.	305,400.	29,800.	41,000.	8,000.	50,000.	100,000.	3,012,263.

SUMMARY "D"

Summary of 1966 Appropriations—Continued
By Funds, Departments and Object Classifications

	<u>Personal Services</u>	<u>Contractual Services</u>	<u>Travel</u>	<u>Commodities</u>	<u>Equipment</u>	<u>Permanent Improvement and Land</u>	<u>Specific Items and Contingencies</u>	<u>Totals</u>
GENERAL OBLIGATION BONDS:	\$	\$	\$	\$	\$	\$	\$ 25,638,000.	\$ 25,638,000.
CALUMET SKYWAY TOLL BRIDGE REVENUE FUND:								
Department of Streets and Sanitation:								
Commissioner's Office	492,741.	295,500.	3,000.	40,000.	3,000.	.....	20,000.	854,241.
Department of Finance—General .....	.....	9,100.	.....	.....	.....	.....	1,946,868.	1,955,968.
Total for Calumet Skyway Toll Bridge Revenue Fund	492,741.	304,600.	3,000.	40,000.	3,000.	.....	1,966,868.	2,810,209.
PARKING REVENUE FUND:								
Bureau of Parking	417,497.	76,600.	13,000.	18,600.	13,000.	.....	6,415,500.	6,954,197.
Department of Finance—General	10,964.	.....	.....	.....	.....	.....	2,411,486.	2,422,450.
Total for Parking Revenue Fund	428,461.	76,600.	13,000.	18,600.	13,000.	.....	8,826,986.	9,376,647.
CHICAGO-O'HARE INTERNATIONAL AIRPORT REVENUE FUND:								
Department of Aviation	3,611,284.	3,639,700.	6,850.	659,880.	206,000.	.....	3,918,763.	12,042,477.
Department of Finance—General .....	.....	.....	.....	.....	.....	.....	13,219,791.	13,219,791.
Total for Chicago-O'Hare International Airport Revenue Fund	3,611,284.	3,639,700.	6,850.	659,880.	206,000.	.....	17,138,554.	25,262,268.
CHICAGO-O'HARE INTERNATIONAL AIRPORT REVENUE BONDS .....	.....	.....	.....	.....	.....	.....	960,000.	960,000.
CITY TRACTION FUND:								
Department of Public Works .....	.....	.....	.....	.....	.....	.....	408,000.	408,000.
CITY TRANSIT FUND:								
Committee on Local Transportation	133,824.	.....	.....	.....	.....	.....	99,558.	233,382.
Department of Law	90,300.	9,700.	.....	.....	.....	.....	20,000.	120,000.
Department of Public Works .....	.....	.....	.....	.....	.....	.....	2,217,000.	2,217,000.
Debt Service .....	.....	.....	.....	.....	.....	.....	150,000.	150,000.
Total for City Transit Fund	224,124.	9,700.	.....	.....	.....	.....	2,486,558.	2,720,382.
GRAND TOTAL ALL FUNDS—								
Including Loss and Cost	\$270,389,840.	\$33,016,635.	\$1,476,631.	\$17,193,634.	\$4,603,520.	\$20,158,369.	\$212,204,250.	\$559,042,879.
Deduct reimbursements between funds								13,784,288.
NET GRAND TOTAL								\$545,258,591.

SECTION III--FUNCTIONS OF THE CITY GOVERNMENT

The final section is the most important one. It describes exactly what the money is spent for. Several key departments are given. In order to explain how and for what each area's share of the budget appropriation is spent, it is necessary to explain something about the organization, functions, and duties of each of these divisions.

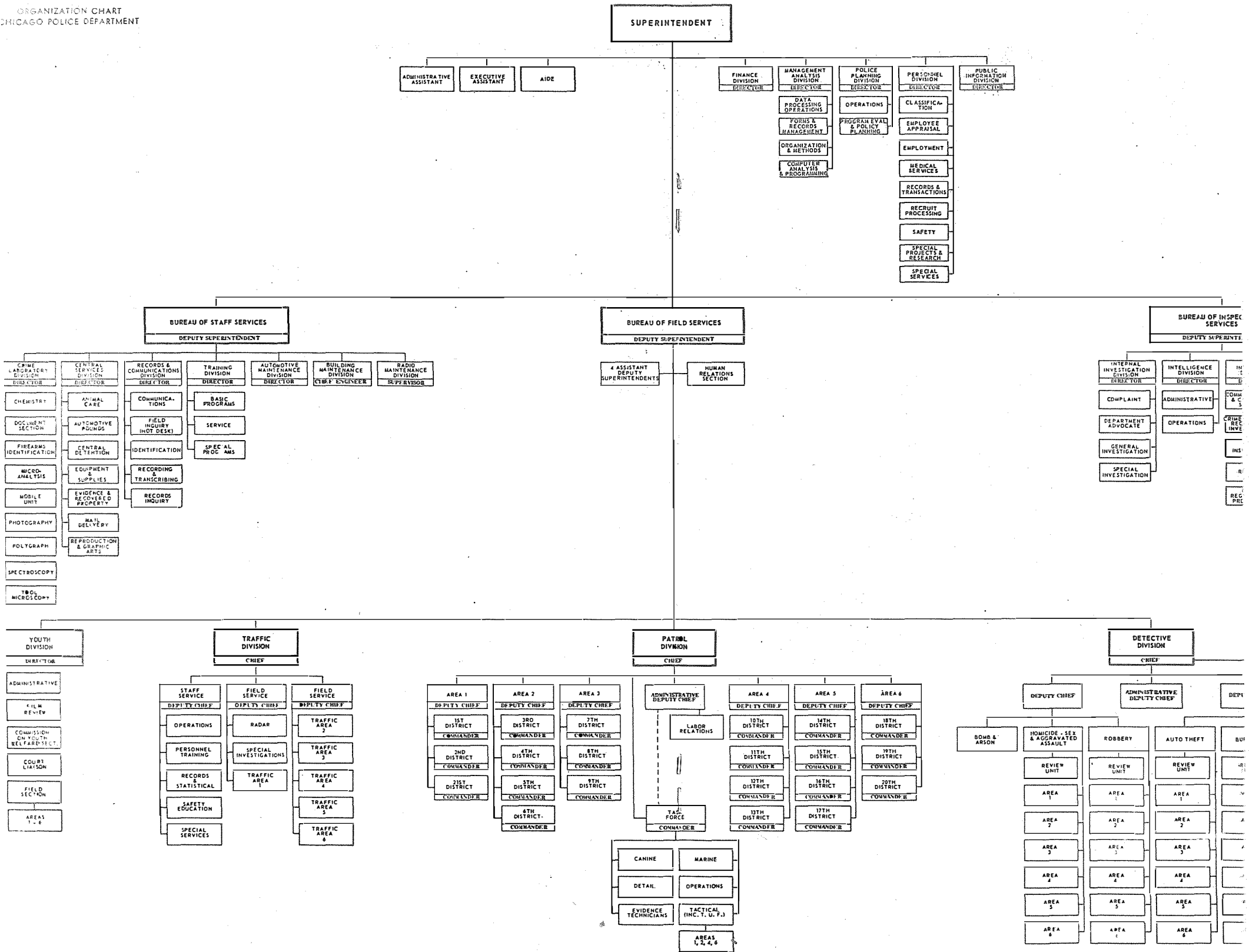
This final section will analyze ten significant areas and/or departments of the City of Chicago. It will describe briefly what the department does and how it is organized. It will point out how appropriated money is used. And most important this section will point out trends and improvements which are likely to require attention and additional funds in the future.

These departments are not nearly all of the organizational divisions of the city government. However these are either the largest ones, or the ones most likely to develop in the near future.

De Department of Police

An important department in the city government is the police department. This department has undergone a complete reorganization in the past few years. The head of

ORGANIZATION CHART
CHICAGO POLICE DEPARTMENT



the Chicago Police Department is Orlando W. Wilson. He was brought in by Mayor Daley to reorganize the Police Department in 1960. Since then he has done a great deal toward increasing police protection and services and in more efficiently getting these things done.

The budget of the department of police has increased yearly and now totals over \$100,000,000 annually. Most of this money goes to pay the 13,000 policemen who guard the city. They collect about \$250,000 daily in wages. Budget figures for the last few years indicate the expansion in services, manpower, and wages which have occurred.

SUMMARY OF EXPENDITURES

1960	\$ 71,647,756
1961	82,356,397
1962	85,532,693
1963	86,921,000
1964	91,362,363
1965	91,379,739
1966	103,396,325

The organization of the department is well-defined. Mr. Wilson is the superintendent and has carefully laid out the organization and chain of command. Each officer knows his job and who his superior is. This makes for careful recognition of responsibility. The chain of command is shown on the preceeding page.

There have been many expansions and improvements in the police department under Wilson's administration, and will be more additions and changes in the future. All these require appropriations and more appropriations and therefore need the approval of the city council.

The most obvious and expensive physical addition is that of the new headquarters building. Three years after the remodeling began, on March 5, 1963, Mayor Daley dedicated the new remodeled headquarters of the Chicago City Police. The new quarters are designed to accomodate the modern facilities and equipment required by a law enforcement agency intent on confronting the crime problems of the 1960's.

A total of 87,900 additional square feet of office space was added to the former facilities which had been originally opened in 1930. This has enabled the department to provide adequate working area for most units having centralized offices to accomodate offices previously located in rented quarters all over the city. The upper floors now contain the Bureau of Inspectional Services.³⁹

The entire building was remodeled and additions built on. The first alteration was that of the remodeling of the second floor of the headquarters building. On this floor Wilson added the new communications center and the data processing section.⁴⁰ The new communications center is an electronic miracle. It was designed to give the citizens of Chicago the fastest and most efficient police service in the world. The center controls over 1,800 vehicles covering two-hundred twenty-four square miles and serves over 3,500,000 people. The system utilizes twenty-

³⁹"Chicago Police Facilities," Robert Nelson, Christian Science Monitor, Boston, March 9, 1963, p. 1

⁴⁰Ibid.

nine radio frequencies, ten base transmitter locations with three satellite receiver stations and sixty-five telephone trunk lines for receiving calls for emergency police service. It requires approximately 300 people for its operation.⁴¹

In addition to its valuable coordination assets, the center is very helpful in standardizing all activities. Data processing has been used extensively for this purpose. There is also a great deal of equipment in this area dealing with microfilming of fingerprints, criminal histories, arrest records, and photographs.⁴²

Another new physical addition during the Wilson administration is that of the conversion of the old garage building. This \$2 million project converted the old garage building into an office building and added a building between the garage and headquarters. Into these offices were placed the new crime laboratory, the medical section, many of the records sections, the identification section, and the Public Vehicle Commission. The crime lab is considered to be one of the most efficient in the nation. It administers technical and scientific services for the analysis of all types of physical evidence, the detection of deception and the reconstruction of crimes. Expert testimony on examinations is provided to assist the prosecution.

⁴¹Chicago Police Department, "The Communication Center," (unpublished booklet), Chicago, 1964, p. 3

⁴²Chicago Police Department, "Know Your Police," (unpublished booklet), Chicago, 1964, p. 18

Phase three of the renovation project of headquarters was the remodeling of the first six floors (exclusive of the second floor) of the headquarters building, the refinishing of the exterior of the headquarters building, and the installation of elevators.

Another improvement by Orlando Wilson which needs the wholehearted approval of the budgetary system is his increase in patrol cars.⁴³ Between 1960 and 1964 Wilson doubled the number of cars on patrol. This increased efficiency by placing more cars on patrol and thus decreasing the area one car has to cover. This also allows the cars to patrol more slowly and carefully since their area is reduced. Many crimes are prevented by these means.

Wilson has strengthened command within the department. Through his reorganization of command, the line staff runs very smoothly and control is improved. All of his chiefs were selected from within the ranks to improve their familiarity with all situations. The strengthening of the command has been accompanied by internal strengthening through the use of pay raises. In 1965 all patrolmen received a \$700 pay raise. Salaries are set so that sergeants have fifteen per cent higher salaries than patrolmen, lieutenants salaries are fifteen per cent higher than sergeants, and captains, fifteen per cent higher than lieutenants. These salary differentiations emphasize the

⁴³Robert Nelson, "Chicago Updates Its Police Facilities," Christian Science Monitor, March 9, 1963, p.1

importance and extra duties required of command, and make desire and competition for advancement keen.

Training of policemen has been improved greatly, against additional cost. Objectives of Chicago police training include informing personnel on changed procedure, and more importantly, reorienting their attitude toward police service and motivating them toward a higher quality of performance. Extensive training materials have been prepared and issued. Also established as a central part of the training division is its new library. It maintains one of the country's most comprehensive collections of references on police and criminology.⁴⁴

The addition of a new program, Operation Crimestop, has increased the department's need for funds. This program requires the employment of additional manpower, but has been highly successful. Many cities have copied Chicago's original plan. About 4,000 arrests annually have resulted from this program.⁴⁵

The Department of Police has undergone many additions and modifications in the past few years, many times at considerable expense. However, the job is far from completed. Many more challenges, projects, and appropriations will be necessary to perfect the system.

⁴⁴"Know Your Police," op. cit., p. 11

⁴⁵Daley, op. cit., p. 12

Fire Department

The budget appropriation for the Fire Department in 1966 was \$41, 749,733. This represents an increase of \$4 million over the 1965 appropriation. This increase was to cover many new improvements and additions within the department for 1966. These include additional personnel, salary increases, purchase of new equipment, and increases in clothing and equipment allowances.⁴⁶

The fire department has several functions. The most obvious, of course, is the answering of calls. The Chicago Fire Department responded to 58,133 calls as of October, 1965, a decrease of over 2,000 for the same previous period. The department also investigates dwelling and businesses to determine potential fires from sub-standard structures. Over 218,000 such inspections were made in 1965. These increased inspections probably contributed to the considerable decrease in actual fires. Another function of the fire department is the investigation of suspected arson. The department made 747 investigations in 1965 which resulted in the arrest of one-hundred twenty-two and the conviction of forty-six people.

A training academy is operated by the fire department. Beginning in 1965 this training center was opened to public

⁴⁶Ibid.

tours. Courses in practices, procedures, salvaging, techniques, pump handling, report writing, and driver's training are given there.

Additional appropriations were required for the purchase of new equipment and the replacement of worn-out or obsolete equipment. Five new hook and ladder trucks were added in the past year in addition to several fog devices, ambulances, and staff vehicles.⁴⁷

The department has also undertaken to more effectively locate fire stations throughout the city, and eliminate unnecessary and overlapping ones. Because of more effective mobility and equipment, several stations have been abandoned.

Another additional expense has been the reorganization of the administrative and staff officers. The Fire Academy has been expanded and more officers were hired as instructors. Also centralization within the department has created more high-paying jobs with the added responsibilities.

The fire department is no exception to expansionist trends within the city government. More funds and manpower will be needed in this department every year.

Department of Public Works

The Department of Public Works is one of the few departments to suffer a reduction in appropriations. The

⁴⁷Ibid., p. 13

1966 appropriation of \$65,567,147 represents a cutback of about \$2 $\frac{1}{2}$ million from the previous year. The decrease was made because of a reduction in the allocation of general obligation bonds for expenditures which were reduced.⁴⁸

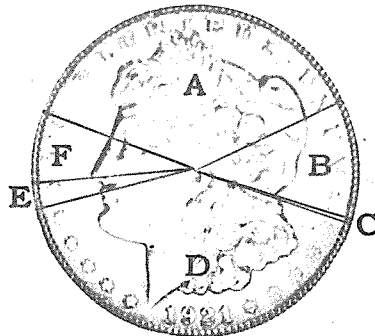
This department does the construction work for some of the other departments. A great deal of its time is spent in constructing transportation facilities. However, this aspect will be covered later, and this section of the paper will deal with the other functions of the department. Its primary function is engineering. About 75 per cent of the yearly budget is directed toward this purpose. It also does considerable work in architecture, forestry, and map-making. The chart on page 56 shows the percentage of financial resources directed toward each purpose and how this money is distributed among subfunctions of the divisions.

One of the functions of the Department of Public Works is that of forestry. The Bureau of Forestry and Parkways is a subfunction of the department. The Bureau strives to fulfill its obligation by carrying out a definite well-planned forestry program. This program is designed for the beautification of Chicago through the propagation, preservation, and control of community trees, through maintenance and care of city boulevards and parkways, and through other applicable services.⁴⁹

⁴⁸Ibid., p. 24

⁴⁹Ibid.

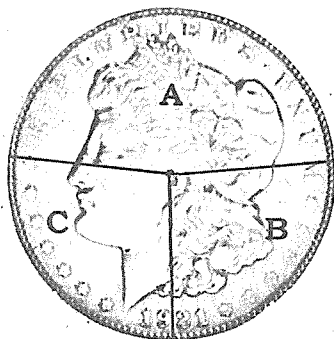
Expenditures by Bureaus

ENGINEERING
\$45,976,400

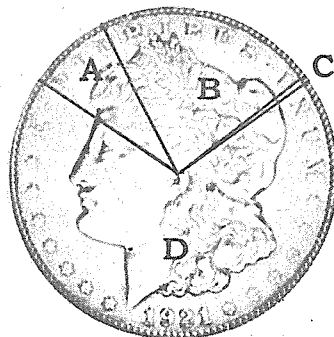
A — Waterworks	\$16,821,000.00
B — Bridge and Viaducts	5,869,000.00
C — Miscellaneous	35,000.00
D — Streets and Expressways*	18,751,200.00
E — Rapid Transit	1,190,200.00
F — Sewers**	3,310,000.00

*Does not include the \$5 million Michigan-Oak Interchange which was designed by the Bureau and is being constructed by the Cook County Highway Department.

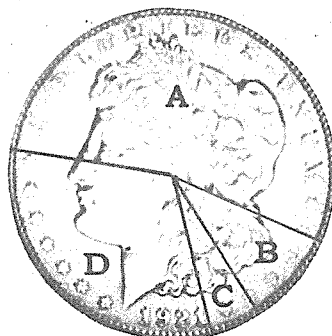
**Does not include the \$1.1 million Northwest Sewer and \$554,000 Southwest Sewer additions which were designed by the Bureau and are being constructed by the Metropolitan Sanitary District of Greater Chicago.

ARCHITECTURE
\$7,777,122

A — Building Operation	\$3,695,511.00
B — New and Reconstruction Work	1,989,927.00
C — Building Maintenance and Repair	2,091,682.00

FORESTRY
\$5,075,500

A — Propagation and Planting of Trees	\$396,200.00
B — Maintenance of Parkways and Boulevards	1,098,500.00
C — Maintenance of Community Center	23,000.00
D — Removing, Trimming, Treating and Spraying of Trees	3,557,800.00

MAPS
\$133,540

A — Mapping and Allied Functions	\$71,736.00
B — House Numbers and Legal Descriptions	12,196.00
C — Title Searches	6,723.00
D — Ordinance for Vacations and Dedications	42,912.00

Architecture operations for the city government are handled by the Bureau of Architecture and Building Maintenance. This bureau has a budget of almost \$8 million dollars. The function of the bureau is to provide those services necessary to design, construct, and maintain a diversity of buildings and improvements required by city governmental agencies for the administration of their affairs and the welfare of the public. In addition to the maintenance of over three hundred city-owned buildings and over one hundred sites, such as parking lots, this bureau maintains and operates the City Hall Building, Central Office Building, the Chicago Police Headquarters Building, the Board of Health Building, the Social Hygiene Clinic, and the Municipal Plant.⁵⁰

The bureau, working in cooperation with the Fire Department and the City Plan Commission, has made considerable progress in recent years in the program to replace outdated fire stations with modern multi-company facilities. Four of these new facilities have been completed by the Bureau of Architecture in the last two years.

Conversion and consolidation of telephone service to the "Centrex" system was completed by the department during 1965. The purpose of this construction was to allow direct dialing to extension phones of the 2,000 phones in the City Hall area.

⁵⁰Department of Public Works, Report for 1964, (unpublished booklet), Chicago, 1964, p. 20

The bureau alters and remodels city-owned buildings when necessary. A large share of this bureau's work consists of activities along this line. Repair and operation of city-owned buildings came to \$2 million in 1965. New construction work and remodeling added another \$2 million expenses to the department allocations. Maintenance of existing buildings cost over \$3 $\frac{1}{2}$ million in 1965.

Construction was begun by the bureau on a new library, a new greenhouse, a tuberculosis clinic, several fire stations, an addition to the police department, and several other buildings. These projects require generous appropriations from the mayor and the city council.⁵¹

The principal bureau within the Public Works Department is the Bureau of Engineering. With a budget of \$46 million, the Bureau of Engineering is one of the most important bureaus within the city government. As the principal engineering organization of the city, the Bureau of Engineering is charged with the design and construction of capital improvements which encompass such projects as airports, expressways, bridges, docks, sewers, waterworks, and transit facilities. The maintenance and rehabilitation of waterwork facilities and bridge structures throughout the city are also its responsibilities.

The engineering staff is very competent and therefore well-paid. It is recognized as one of the best and

⁵¹Daley, op. cit., p. 24

has received recognition, both locally and nationally, from many professional and technical societies.

The expressways, airports, and transit facilities will be discussed at greater length in the transportation section.

One of the large projects of the Public Works Department requiring large expenditures is the sewer construction program. The sewer construction program has continued to add to the present network of improved sewers. The improvement program, inaugurated in 1947 to provide for needs resulting from new land developments and increased water usage by a growing population, has been extended to over one million residents along some 125 miles of new sewer.⁵²

Projects are under construction in all parts of the city. It is the responsibility of the Bureau of Engineering to prepare the plans for all these projects in all parts of the city.

Another function of the Department of Public Works is all engineering and construction facets of the Chicago Waterworks. A magnificent chapter in the history of water purification was written when on October 29, 1964, Mayor Daley, by flipping a switch, set into operation Chicago's Central District Filtration Plant. To three million inhabitants in the central and north sections of Chicago and in thirty-four adjacent suburbs, it meant an endless stream

⁵²Dept. of Public Works, op. cit., p. 12

of pure filtered water. With a peak capacity of one billion, seven hundred million gallons per day this facility, the world's largest of this type, is the acme of modern technology in water treatment. The plant will process, using the most advanced techniques, equipment and automatic controls, an abundance of better water at an economical cost.⁵³

Also under construction, also at considerable fiscal cost, is an expansion of the South District Filtration Plant. This expansion will increase the capacity of this plant by fifty per cent, and make it second in size only to the Central District Plant. This plant will have a capacity of 800 million gallons per day.⁵⁴

The final major non-transportation function performed by this department is that of construction and repair of bridges and viaducts. Several notable accomplishments in the area of bridgebuilding have been recorded in the past few years; however, not without considerable financial outlay. In 1963 the North Dearborn Street Bridge was completed. This bridge received the American Institute of Steel Construction award as the most beautiful movable span bridge.

Another major undertaking was the widening of the Cicero Avenue Bridge in 1964. This improvement will change the bridge from a two-lane one into a six-laner. Work on several other new bridges and improvement, repair, or widening of several others has begun in 1965-1966.

⁵³Ibid., p. 16

⁵⁴Ibid.

It is unlikely that expansion of function will occur rapidly within this department. But it is likely that capital expenditures will increase yearly and that additional appropriations will be requested.

Recreation

Another area which will demand increased attention of all kinds, including financial, is that of recreation. Expenses in this area, although high in money value, are not great compared to expenditures in other areas. Additional finances, however, will be necessary to fulfill the long-range plans which the Department of City Planning has compiled.

The seal of the City of Chicago bears the motto "Urbs in Horto"---a city in a garden. The garden is of course that carefully planned and protected system of parklands and recreation spaces which the city has enjoyed since 1869, when the state legislature passed an act "To provide for the creation of pleasure driveways and districts."⁵⁵

Chicago's park system is outstanding for the quality and variety of its programs. A wide range of indoor and outdoor recreation is offered in the city's parks and field houses, from boating and softball to flower shows and the Grant Park concerts. Chicago's parks are also centers for community artistic and cultural programs.

⁵⁵Department of City Planning, Basic Policies for the Comprehensive Plan of Chicago, (unpublished booklet), Chicago, p. 19

Planning for future recreational needs must consider not only population growth, but also age distribution of the city's people and shifting demands for various types of facilities. If Chicago tried to satisfy all its future recreational needs within the city, 40,000 acres---or nearly one quarter of the whole city---would be needed. An obvious need for Chicago is more recreational acreage and additional facilities located right in neighborhoods and communities, especially to serve the growing numbers of teen-agers, children, and senior citizens. One possible solution to this problem is close coordination and cooperation with school and other community expansion programs.⁵⁶

Several changes are needed to improve the parks. One important modification is the need to restore the recreational usefulness of many of Chicago's large inland parks. These parks once were the center of leisure activities but because they are now used primarily only by nearby residents, many of their recreational programs have been discontinued. A need also exists for new large recreational areas, primarily outside the city, with activities planned for future recreational and leisure needs. Recent trends have demanded not only more park space, but more facilities for active participation rather than spectator sports. Finally, there is a substantial need for expansion of the

⁵⁶Ibid.

city's lake front recreational facilities. Lakefront facilities need to be expanded because of the demands placed upon them. More swimming, boating, and other recreational facilities are badly needed.⁵⁷

The most pressing recreational need for the city is that of more space for all recreational activities. This need will be the most prominent in future years. And acquiring this land will relate closely to the budgetary process, because it will be done only at great expense.

Transportation

Another area which will command considerable financial expenditures in the future is that of transportation. This will be focused along three lines, the highway system, airport improvements, and rapid transit additions and expansions. Many of these functions fall under the jurisdiction of the Department of Public Works, although the Chicago Planning Commission is charged with the long-range planning.

The newest and fastest growing addition to Chicago's broad range of transportation facilities is that of air service. The technology of air transportation continues to change rapidly, necessitating much modification. Critical factors in these changes in runway lengths and the size of needed terminal facilities, as well as the areas

⁵⁷Ibid., p. 20

of air-space needed for approach zones and aircraft holding operations. The aircraft of the future will undoubtedly have a very different set of ground requirements from those of today. Because of this probability, endless study must be devoted to future airport needs. Current policies for airport development by the city are these.

1. Maintaining O'Hare Field as the city's major metropolitan airport.
2. Reactivating Midway Airport for commercial flight service. The Southwest Expressway, now under construction, will make Midway more convenient than formerly. Construction of the north-south expressway will further enhance service at Midway.
3. Providing a transit connection between Midway and O'Hare.
4. Continuing Meigs Field for private flights and special services.⁵⁸

Many construction improvements were added to O'Hare Field in order to help it keep its place as the world's busiest airport. Most major construction has been completed there, although changes in methods and requirements make continual improvements and additions necessary. Constant improvements are being made to meet the increasing demands of the jet age and the growing traffic in air travel.

Railroads are also included in the long-range transportation plans of Chicago and considerable fiscal outlay is in store. Plans show continued growth in rail transportation but much consolidation and reorganization in order to more efficiently and more effectively use the land.

⁵⁸Ibid., p. 45

One plan involved is the consolidation of passenger terminals in the downtown area. At present six such terminals exist occupying over ~~one~~ square mile of valuable area. Plans are also in order for closer coordination of long-distance commuter railroads with downtown transit services and bus lines. This is intended to facilitate daily inrushes and outrushes and improve passenger distribution.⁵⁹ The city is also planning to eliminate all railroad grade crossings. Efforts are being made to eliminate little or unused branch lines throughout the city. Chicago is also encouraging that the land area surrounding these lines and the land around and including abandoned lines and stations be used by industry.

Parking is also a transportation problem of the city. Chicago plans on constructing facilities to relieve parking congestion. A major change planned is considerable expansion of off-street parking in the downtown area. Parking facilities are planned outside the main district to intercept cars headed downtown. Transportation by bus or expanded transit would then carry the drivers to the business district. Further parking facilities in the Loop itself are not planned. There will be more development of parking facilities at outlying rapid transit stations and commuter

⁵⁹Ibid.

rail stations. Also parking facilities will be improved for industrial and shopping areas outside the Loop.⁶⁰

Major improvements and additions to the public transportation system are "musts" to the development of any realistic transportation system. Chicago must strengthen and expand its public transportation system. Public transportation is an essential public service. The Chicago area is already served by an extensive transportation network. Existing lines could be modified to carry more passengers. Line extensions are needed to offer better service, but it is equally important to make the existing system more attractive.

Several definite objectives have been outlined by the Department of Planning to improve the system. First and foremost among them is the coordination of the whole commuter system. The CTA rail service, the commuter rail service, and the suburban bus service need to be combined under one operating system. Transfer points should be established so that riders can transfer comfortably and conveniently. There should also be coordination of schedules and transfer privileges between lines. Plans also include extension of rapid transit service. Median strips built between lanes of the expressways would serve as new transit locations. This addition would greatly reduce

⁶⁰Ibid,, p. 44

the number of commuters driving to work and would do much to relieve congestion downtown. Also a suggestion is the reservation of one lane on all future expressways for express commuter buses.⁶¹

Establishment of park-and-ride stations at major commuter stations is a plan for the future. Commuters would drive to a rapid transit station, park their car for the day, and ride the train to work. Long-range plans show subways replacing the elevated structures. These would be more efficient and would improve the appearance of the city. However, in the short run, improvement of existing structures appears to be more feasible.

Modernization of transporting vehicles and railway stations are also planned improvements in the public transportation area. Air-conditioning and modern heating are planned in stations. The development of covered switch-over points and improved bus service are also planned. In all, many very costly improvements have been proposed for the public transportation system. The realization of even a fraction of these proposals will require tremendous cash outlays.

Chicago's plans in the area of streets and expressways are many and varied. The existing grid system is considered good and will probably remain unaltered. The recommended policy is to build onto and improve the present patterns of expressways, major streets, and local streets. The proposed expressway system includes the

⁶¹Ibid., p.45

radial routes focusing on the central area, with the possible addition of one radial and two circumferential routes. A basis of the street layout plans is to free residential neighborhoods from heavy traffic. If the present system of mile squares is retained large blocks of residential areas would be free of through traffic.⁶²

Chicago expressways serve one-half million people daily. It is necessary to increase the number of expressways for the safety and convenience of the citizens. A new north-south expressway is planned. This would link Edens Expressway, Midway Airport, and the Illinois Toll Road. An additional east-west expressway is also planned. This will be located between the Kennedy and the Eisenhower expressways to relieve the heavy traffic volume in these areas. Another proposed east-west expressway would join the Chicago Skyway and the Dan Ryan Expressway with the Illinois Toll Road. Several other shorter expressways to link major ones are planned.⁶³

Another major objective of the highway planning program is to continue to reserve the median strips of expressways for future rapid transit expansion. This has been discussed at greater length earlier.

Designing expressways so that they will enhance adjacent land uses to the highest degree possible is another

⁶²Ibid., p. 44

⁶³Ibid., p. 45

long-range hope for future highway expansion. It will continue to be city policy to examine wide corridors of land through which expressways might pass in order to select that routing which would most benefit adjacent residential and industrial areas and which would stimulate desirable new development.

The transportation aspect of future city planning and trends is a significantly large one, as well as complex. Decisions must be made concerning which method of transportation to emphasize and which to build or improve first. Many of these decisions will be political ones.

Streets and Sanitation

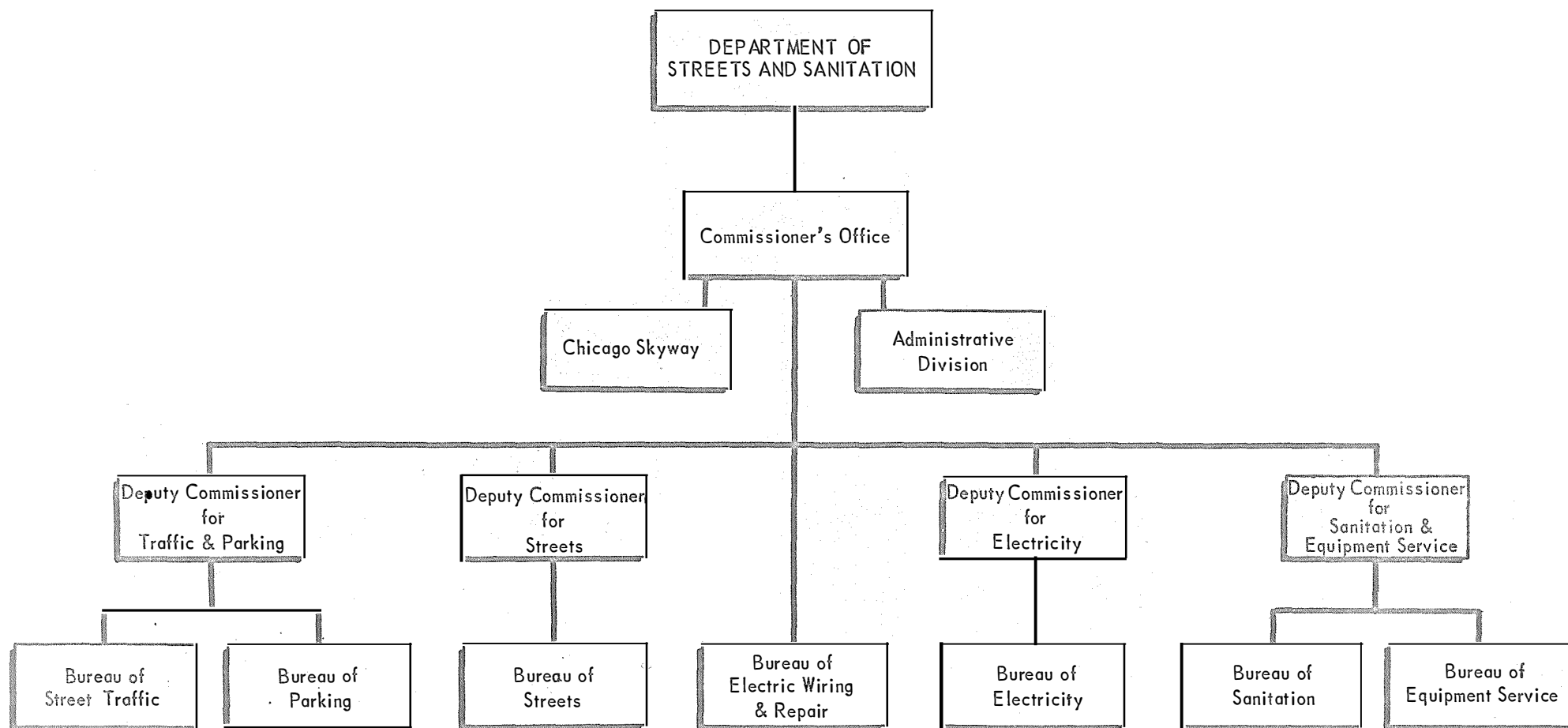
The Department of Streets and Sanitation is another of the major ones of the city government. Its budget amounted to \$34,887,094 in 1966. This included a small increase of \$32,000 over the previous one.⁶⁴ All the increase was used to raise salaries. No major new projects are planned for this department at present, but continuing operation of its important duties at the current rate of efficiency should be a major challenge.

Many functions fall under the jurisdiction of this department. A glance at the organizational chart (p. 70) will indicate some of the more obvious duties. The Department of Streets and Sanitation administers the Chicago

⁶⁴Daley, op. cit., p. 14

DEPARTMENT OF STREETS AND SANITATION

ORGANIZATION



Skyway. It is also responsible for parking regulation, traffic safety, care of street, city lighting, garbage collection, and sanitation.

The department is responsible for the operation of the Chicago Skyway. The Skyway Toll Bridge was constructed in 1958 and is the only structure of its type within a metropolitan area which was financed completely on revenue bonds. It was constructed at a cost of \$101,000,000 and connected New York and Chicago with non-stop highways. The Department of Streets and Sanitation is responsible for its operation and maintenance.

The Bureau of Sanitation is responsible for many of the "cleaning-up chores" throughout the city. These include; refuse collection, street cleaning, refuse disposal, snow removal, ice control, weed control, rodent control, and the enforcement of sanitation ordinances. This bureau is divided into three divisions---the Refuse Collection Division, the Street Cleaning Division, and the Refuse Disposal Division.

~~The~~ Bureau of Equipment is the one most directly affected with financial expenditures within the department. There is a steady need for new equipment and replacement of old equipment. Almost three million dollars yearly is required for the purchase of heavy equipment and trucks.

More than \$100,000,000 in capital expenditures has been spent in the past ten years on the modernization of the street lighting system, making Chicago the best

lighted large city in the world. It has also contributed to making Chicago one of the safest cities, as night-time fatal accidents have declined in proportion to the improvement in street lighting. Tremendous capital expenditures such as these make the department directly related to the budgetary process.

Board of Health

The 1966 appropriation of \$8,521,386 for the Board of Health represents an increase of \$688,853 over the 1965 budget appropriation. The increase is needed to better confront the health problems of Chicago. This increase was distributed in salary increases to hospital nurses and public health nurses. The 1966 budget also considers the funds necessary for the Board of Health's move to the newly-completed Civic Center.⁶⁵

Page 73 shows the list of functions of the Health Department. It certainly performs worthwhile services to the community. Mayor Richard Daley claims that the department has performed so well that Chicago is the world's healthiest big city.

In order to continue to provide adequate health services and preventive health programs for the citizens of Chicago, the Chicago Board of Health expanded its activities and increased the scope of its preventive medicine programs. The health, hospitalization, and medical care

⁶⁵ Daley, op. cit., p. 21

*“Service to mankind
is a noble ambition.”*

- A. Milk and food inspection program.
- B. Community mental health program.
- C. Venereal disease control.
- D. Dental health services for children whose parents cannot afford proper dental care.
- E. Communicable disease control.
- F. Tuberculosis testing program.
- G. Heart disease control program.
- H. School health program.
- I. Maternal and child health.
- J. Adult health and aging.

LEGAL RESPONSIBILITIES OF THE CHICAGO BOARD OF HEALTH

The Chicago Board of Health sits in regular monthly sessions and is on call at all times for emergency policy matters and is commissioned by City Ordinance to:

- A. Enforce all the laws of the State and provisions of the Municipal Code in relation to matters pertaining to public health and sanitary conditions of the city.
- B. Promulgate and enforce all rules and regulations of the Board of Health or any other State or local authority with power to make rules and regulations concerning public health.
- C. Cause all nuisances affecting the health of the public to be abated with all reasonable promptness.
- D. Determine when a disease is contagious or epidemic and establish quarantine regulations whenever it is deemed necessary.

needs of Chicago are increasing each year, and the advances of medical sciences and medical research make it possible to provide additional protection against illness and disease.

The infant and maternal welfare activities of the Chicago Board of Health were intensified during 1965 and will be increased during 1966 in order to further reduce infant mortality.⁶⁶

In 1965 an experiment with a District Health Center was conducted. It provided infant and maternal welfare programs, chronic disease control, dental care, venereal disease control, mental health counseling, tuberculosis case finding, and medical treatment to thousands of residents of the neighborhood area. The success of this District Health Center has proved the necessity for the establishment of additional facilities in other community areas.⁶⁷

Another recent undertaking of the Board of Health is a project designed to eliminate rodents and disease-carrying insects. A grant secured to the Chicago Committee on Urban Opportunity has made it possible to secure needed equipment and to employ more rodent control personnel to carry out this much needed function.

⁶⁶Ibid.

⁶⁷Ibid., p. 22

During 1965 two new mental health clinics were opened. These clinics provide family therapy, individual counseling, and psychiatry consultation at the community level. In 1966 four new mental health clinics were opened to deliver mental health services to more families and individuals who need this service. The mental health section of the Board of Health is primarily concerned with with the early detection of emotional problems on a community-wide basis before they result in serious psychological or social breakdown. The section works closely with schools, social agencies, and community groups. The section reports treatment of 7000 patients yearly.⁶⁸

All Chicago school children whose parents are unable to afford the services of a private physician are given free physical examinations by Board of Health doctors. Board of Health doctor-nurse teams are assigned to schools on a continuous basis and in accordance with the state law, to administer health examinations of children in kindergarten, first, fifth, and ninth grades.

The city also provides free dental service to children whose parents cannot afford proper dental care. This care includes control of dental decay, the removal of mouth infection, and decay. Last year the dental section treated over 130,000 Chicagoans free of charge.

⁶⁸Department of Health, "The Board of Health," (unpublished booklet), Chicago, 1964, p. 6

The city also operates a Municipal Contagious Disease Hospital. It is the largest of its kind. Any Chicagoan suffering from a contagious or communicable disease can receive the necessary treatment without charge. The hospital also serves as a training center for resident physicians from other hospitals.

The foundation of public health protection remains today as it always has been with the public health nurses. During the next fiscal year, nurses aides and clinic nurses will be employed in Infant Welfare Clinics, in order to expand public health nursing services. These nurses aides and clinic nurses will be hired to relieve the present shortage of public health nurses. The employment of nurses aides to perform non-professional duties will allow for the most effective utilization of the time, energy, and skill of the registered nurses.

During the coming year the Board of Health will open two new district health centers and four new community health clinics. To staff these neighborhood health centers, it will be necessary to hire additional doctors, nurses, and technicians. In all, a total of sixty-two new professional persons will be added to the Board's staff.⁶⁹

So it is obvious that the need for expansion and thus additional funds is felt in all departments of the city

⁶⁹ Daley, op. cit., p. 21

government. The Board is no exception, as it presses for appropriation increases to finance its new projects.

Department of Water and Sewers

The 1966 appropriation of \$750,000,986 for the Department of Water and Sewers represents an increase of \$3,243,717 over the 1965 appropriation. Part of the increase is due to a general cost of living increase for all employees covered by the city's compensation plan. The major portion of this increase will be used to extend the water mains and in other ways improve the distribution system to provide better water service in all parts of the city, especially the new rapidly-developing areas.⁷⁰

The Chicago water system is entirely self-supported from the sale of water. No property or other tax money is used to pay for the operation and maintenance of the system or its capital improvements. The gross cash collections made by the Collection Division totaled \$55,987,421, an increase of \$287,000. This total comes from metered accounts, assessed accounts, sewer rentals, and other miscellaneous sources.

The Bureau of Water is currently supplying water to approximately four and one-half million people in an area of about four hundred square miles. This area includes sixty-three suburbs. The amount of water pumped each year

⁷⁰ Ibid., p. 21

is decreasing despite the population increase because of improvements in stopping of underground leaks. It is estimated that the total pumpage for Chicago and the suburbs is about 368 billion gallons, or 1,008 million gallons per day. It is interesting to note, however, that the total annual pumpage for Chicago in 1965 was less than in the year 1925. This indicates that Chicago's intensive program to reduce water waste has had significant effect in eliminating leaks, thereby reducing the amount pumped.

The pride and joy of this department is the new Central District Filtration Plant. Under construction since 1954, the plant officially went into operation on October 29, 1964. The plant services the central and north sides of Chicago. The plant, located on Chicago's lake front north of Navy Pier, is by far the largest water treatment facility in the world. It is rated at 960 million gallons per day, but is capable of safely treating water at 1700 million gallons per day.⁷¹

Another duty of the Department of Water and Sewers is the purification of water. This function is handled by the Water Purification Division. Much new construction is needed in this division. The completion of the new Central District Filtration plant was of great help to the city, but it placed a great burden on the purification

⁷¹Department of Water and Sewers, 1964 Annual Report, (unpublished booklet), Chicago, 1964, p. 3

division. Expansion construction which added forty new filters to the existing eighty progressed as scheduled in the South District Filtration Plant.

A great deal of equipment is necessary to adequately stock the chemical and biological laboratories. These laboratories continuously make random checks of the filtered water, almost 1000 checks per day, to insure that it is adequately pure.

Plans and specifications were completed during the year for a new automatic, electric pumping station to be constructed at Wilson Avenue near Marine Drive. This station will have three pumps with a total rated capacity of 105 million gallons a day. It will be operated by remote control from the Thomas Jefferson Pumping Station and will furnish pumping capacity that will enhance the reliability of the service in the area. It is intended that the station will be used as a peaking station to meet above average demands that may develop in this high-rise area during the summer months.

More capital improvements by this division were a substantial number of new water mains. These were placed in service to increase the loads each section could deliver in a short time. The new mains were at the minimum 36-inch pipe and in varying sizes up to 54 inches. Division forces also maintained in a good state of repair the 4,000 miles of existing pipeline, 40,000 valves, and 145,000 fire hydrants that make up the water distribution system of the city.⁷²

This department is a good example of the long-range planning exercised by many of the departments. Each year, in cooperation with the Department of Public Works and City Planning, the Department of Water and Sewers develops a water system capital improvement construction program for the coming five years. The preliminary program developed for the five-year period, 1965-1969, calls for a total estimated expenditure of \$54,971,000.

The proposed capital improvement expenditures in this program include \$1,971,000 for water tunnels and shafts. Another \$6,446,000 has been tentatively approved to complete the new Central District Filtration, and \$5,621,000 to complete the South District Filtration Plant expansion programs. A total of \$25,281,000 has been earmarked for capital expansion of water mains. New or improved pumping stations will receive \$15,152,000 in the present five-year period.

Plans and specifications have been completed for a new, automatic, remote-control electric pumping station to be located in the Lake View area. This station will fortify the water supply service in this area and allow for the complete deactivation of the old Lake View Station now on standby service.⁷³ Almost two million dollars has been appropriated for this purpose.

⁷³
Ibid., p. 14

This 1965-1969 program is subject to annual revisions and approval by the City Council. The proposed expenditures are preliminary estimates. When the programs are finalized, it will be included in detail in the City of Chicago Five-Year Capital Improvement Program.

Negro Relations and Urban Renewal

An area which is at present commanding only a small amount of attention financially, but which will rate more care in the future both financially and in other ways is the question of Negro relations and urban renewal. Although the Commission on Human Relations and the Department of Urban Renewal has a combined budget of less than \$700,000, this area is one of the most rapidly developing ones today.

The Commission on Human Relations works to assure equal opportunity for all persons without regard to race, color, creed, or national origin. It is responsible for administering the fair employment clause in city contracts, and for implementing the Chicago Fair Housing Ordinance and other civil rights laws. The commission holds many meetings with community and religious leaders in possible tension areas, meets with all press media, and has a close liason with the police department.⁷⁴

Plans to widen the scope of interest have been formulated in four major areas--housing, aid to newcomers,

⁷⁴Daley, op. cit., p. 34

civil rights, and employment. Administration of the fair housing ordinances is expected to assume even greater importance in future years than it has in the past. The programs to achieve community understanding and acceptance of the law will be enlarged in coming years. These will involve television and radio appearances, and speeches to neighborhood organizations and real estate groups to familiarize people with the ordinances.⁷⁵

Chicago has one of the most diversified urban renewal plans in the nation. The 1966 budget appropriation to the Department of Urban Renewal was \$267,787. This total signifies only a small increase of about \$7000 over the previous year. The increase was granted only to cover required salary increases and allowed no funds for expansion of operations. The future will probably show large increases, however, because of the pressures of public opinion.

Chicago has done considerable work in the field of urban renewal. Widely interpreted, renewal simply means improvement. It eliminates blight and prevents its spread or recurrence. Renewal covers those activities which the individual property owners cannot do by themselves. It includes many related activities, among them building and zoning, streets and sanitation, traffic control, air pollution control, parks and recreation, health, police, and schools.

⁷⁵Ibid.

In financing urban renewal projects, the city receives substantial aid from the federal government. In a renewal project, the federal government pays two-thirds of the cost of acquiring the land and preparing it for resale, with Chicago paying the other one-third of the total cost. The city's share need not be cash outlay, but can be met by construction of needed public improvements. The city receives two dollars in federal grants for every dollar it spends on schools, street improvements, parks, or sewers within the renewal area. Private funds spent by hospitals and universities to acquire land and demolish buildings in or near renewal areas may also be considered part of the contribution for matching federal grants.⁷⁶

Up to January 1, 1966 the department had already cleared 786 acres of slums and rebuilt them to provide over 6,000 apartments, 400 town houses, 100 industrial buildings, 40 institutional buildings, and 15 public buildings. Another eighty-five acres of renewal land had been converted into playgrounds and parks. Also at this time there is in progress \$79.5 million in construction work in forty-five improvements in seventeen urban renewal projects. The construction which has already been completed in renewal amounts to \$186,573,000. Survey and planning work has been started in four new projects, and final planning has been completed for another project which will

⁷⁶Department of Urban Renewal, "What Does Chicago's Urban Renewal Plan Mean?" (unpublished booklet), Chicago, 1964, p. 7

provide sites for up to five hundred units of moderate income housing, a Veteran's Administration hospital, and other institutional uses.⁷⁷

Chicago has done considerable work in the area of civil rights and urban renewal. The urban renewal projects have been very successful and have received substantial financial support from the federal government. The Department of Urban Renewal works on plans three years in advance and must work closely with the citizens. Although the progress made thus far has been considerable, more will necessarily have to be done in the future. The influx of non-whites to the central city and the corresponding middle-income evacuation to the suburbs is intensifying the problem annually. Only \$700,000 of a budget of over \$550 million is devoted to these problems. Certainly more financial resources will be required in the future to ease the growing tensions.

⁷⁷ Daley, op. cit., p. 33

SECTION IV---CONCLUSION

Obviously, the explanation of the procedure of the adoption of the Chicago city budget from beginning to end is very difficult. There are thousands of more factors which influence the procedure at all points which were not included in this paper. Realistically, this would be nearly impossible.

However, I have described in detail many of the influences upon Mayor Daley, and what he does to counteract or emphasize them. He must endure many formal obstacles in order to effect his policy. However, when matters finally get to the floor of the city council for its approval, he generally has little trouble in getting council endorsement. The council meetings are little more than the acting out and formalizing of what has already been decided in committee discussion. Votes in the council are always very one-sided and usually nearly unanimous, but the formal recorded vote means little.

The formal division of power is also presented. The government of Chicago is very decentralized with much division and overlapping of power and function. In order to operate within this arrangement much informal centralization is needed.

The budget of the city normally operates in the black. The main source of revenue to Chicago, as in most local governments, is property tax. Taxes on corporations also provide considerable revenue. The city had income of \$554 million in 1966 and expenditures of \$545 million.

The city government also provides many services to its citizens. In many of these, Chicago ranks very high in comparison to other American cities. Section III of the paper expounds on many of the services offered to residents of Chicago. In doing this it was necessary to describe the functions and organization of some departments to show how the appropriated money was spent, and just what the taxpayer gets for his money.

Several departments perform menial jobs, such as streets, sanitation, or sewers, but these department command high appropriations, and perform services invaluable to the continuance of the city. It was shown exactly what services these departments do perform, and where expansion of function and/or facilities is likely.

Also described were areas which command little financial attention at present, but which probably will increase in importance in the future. Urban renewal and recreation are examples of this.

Overall, the preparation, passage, and execution of the city budget is a long and trying process. It begins as early as April when the mayor tells the civil service employees who are his budget men what he wants

for the coming year. He has arrived at these desires through the influences and needs described. The budget department analyzes expected income with planned expenditures and presents the mayor's budget to him so he can add and subtract where he sees fit. Finally the budget is as he wants it, and in December it is presented to the city council for approval. After a long and heated trial, it is passed. The mayor then executes it through the various departments, and the process begins all over again.

There is always more demand for money than there is money available. The record of the city speaks for itself as to how well the money has been allocated.

BIBLIOGRAPHY

Books

Charles R. Adrian, Governing Urban America, McGraw-Hill Company, Inc., New York, 1961

Edward Banfield, Political Influence, The Free Press of Glencoe, New York, 1961

Neil Garvey, The Government and Administration of Illinois, Thomas Crowell Company, New York, 1958

Alex Gottried, Boss Cermak of Chicago, University of Washington Press, Seattle, 1962

Illinois Revised Statutes, 1955, State Bar Association Edition, Burdette-Smith Company, Chicago, 1955

Journal Article

Robert Nelson, "Chicago Updates Police Facilities," Christian Science Monitor, Boston, March 9, 1963

Public Documents

Board of Health, "The Board of Health," (unpublished booklet), Chicago Press, Chicago, 1964

Richard J. Daley, "The Message of the Mayor," (unpublished booklet), Chicago Press, Chicago, 1966

Richard J. Daley, Budget Recommendations, (unpublished budget manual), Chicago Press, Chicago, 1966

Department of City Planning, "Basic Policies for the Comprehensive Plan of Chicago," (unpublished booklet), Chicago Press, Chicago, 1965

Department of Police, "Know Your Police," (unpublished booklet), Chicago Press, Chicago, 1964

Department of Police, "The Chicago Police," (unpublished booklet), Chicago Press, Chicago, 1964

Department of Police, "The Communication Center," (unpublished booklet), Chicago Press, Chicago, 1964

Department of Public Works, "Report for 1964," (unpublished booklet), Chicago Press, 1964

Department of Streets and Sanitation, "1964 Annual Report," (unpublished booklet), Chicago Press, Chicago, 1964

Department of Urban Renewal, "Urban Opportunity in Chicago," (unpublished booklet), Chicago Press, Chicago, 1965

Department of Urban Renewal, "What Does Chicago's Renewal Program Mean?" (unpublished booklet), Chicago Press, Chicago, 1965

Department of Water and Sewers, "1964 Annual Report," (unpublished booklet), Chicago Press, Chicago, 1964

Journal of Proceedings, of the City Council of the City of Chicago, August 25, 1966

Journal of Proceedings of the City Council of the City of Chicago, December 4, 1963

Journal of Proceedings of the City Council of the City of Chicago, December 7, 1965

Journal of Proceedings of the City Council of the City of Chicago, September 15, 1964